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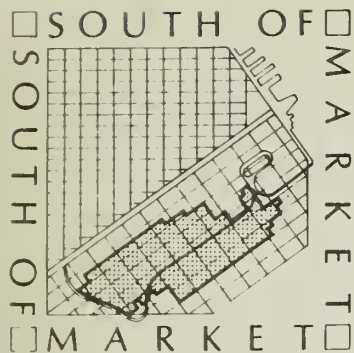
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South of Market :
proposal for citizen
[1985]



INTRODUCTION

This report is the recommended Plan for development and conservation of the South of Market area of San Francisco. The proposals presented herein are submitted to the City Planning Commission and South of Market residents, business operators, workers, property owners and other interested parties for review and comment.

The South of Market Plan is proposed as an area plan within the City's Master Plan. The Plan would be accompanied by new zoning controls which would set forth the rules for new development. The Plan and implementing Planning Code amendments would guide well into the next century the location, intensity and character of new and expanded business and residential activity, the buildings which house those activities, and public facilities and resources within the area covered in the Plan. In addition to recommending development policies and zoning rules, the Plan recommends measures to be undertaken by other city agencies, such as the Municipal Railway, Public Works, Public Health, and Housing and Community Development Departments, which would improve the physical environment and general neighborhood livability of the South of Market (SOM).

The South of Market Plan is the result of a year long, comprehensive and thorough analysis of the physical, social, cultural and economic conditions and forces within the SOM. The study identified both existing community characteristics, problems and amenities as well as the types of development pressures and market forces that may affect the SOM over the next 20 years.

The Plan study area encompasses about 460 acres representing 70 percent of the total South of Market land area (see Figure 1). The area outside the Plan study area, yet within the greater South of Market area (eg. C-3 office district, Yerba Buena Center, Rincon Point, Rincon Hill, South Beach), has undergone previous planning analyses and is subject to land use controls and development scenarios as described in each of their respective proposed or adopted subarea plans. This study looked at the SOM in context of those proposed plans as well as within the context of citywide housing and commercial space demand and resources, and existing and anticipated market pressures affecting peripheral neighborhoods such as the North of Market office districts, Mission Bay, Showplace Square, South Van Ness Avenue, and the Port of San Francisco's development proposals. It should be noted that a downtown stadium, large or small, has not been considered in this planning analysis and any subsequent such proposal would undergo its own planning analysis and impact assessment.

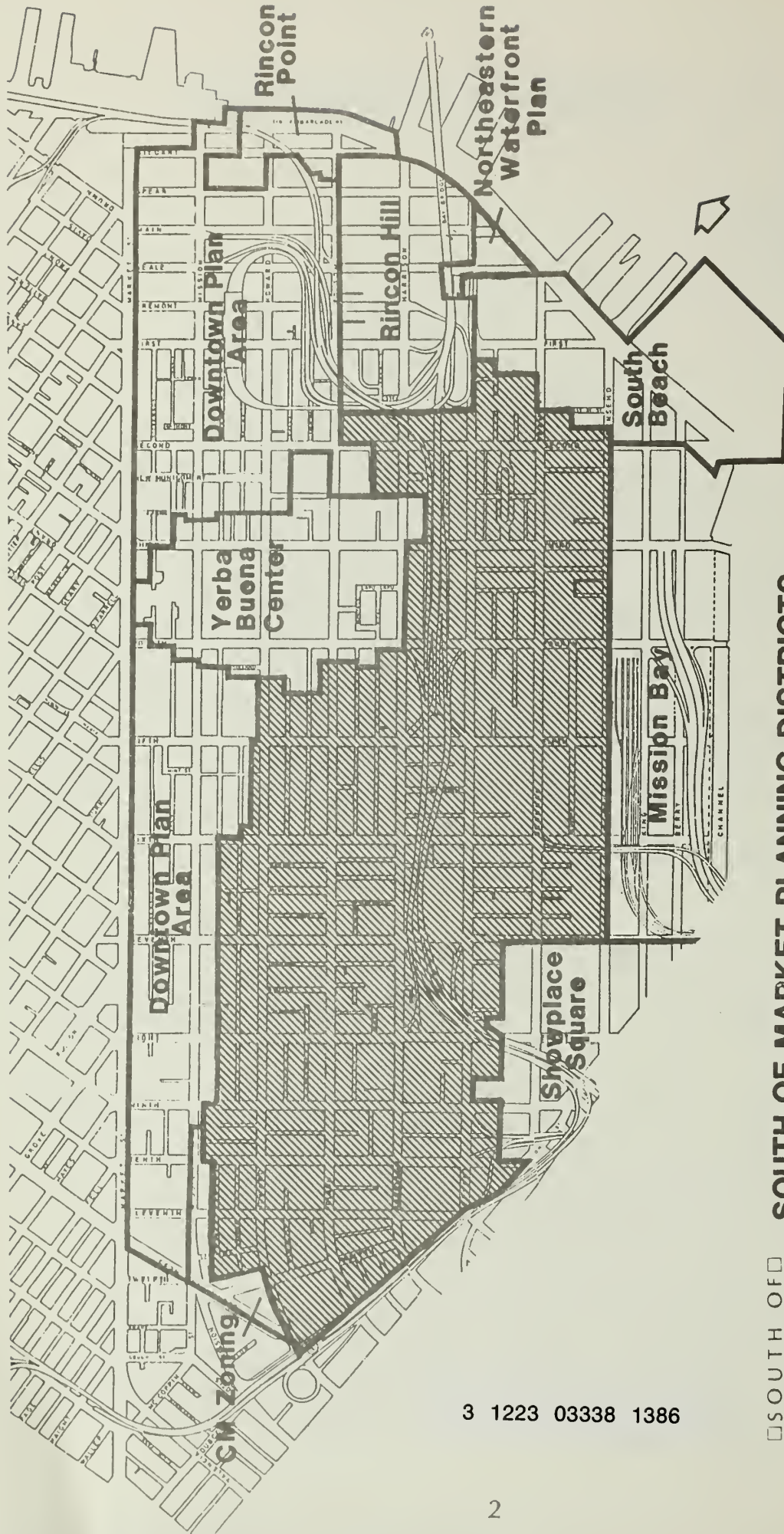


Figure 1

SOUTH OF MARKET PLANNING DISTRICTS
Schematic Boundary Only

South Of Market
 Plan Area



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SOUTH OF MARKET PLAN

Proposal For Citizen Review June 1985

ISSUES

The South of Market Plan recognizes that the SOM functions quite successfully as a healthy, vibrant and stable residential and business community. This is particularly true for the area's low-income residents and location- and rent-sensitive small businesses serving the City's broader resident population and downtown visitor and office industries.

The Plan recognizes the need to provide a mixture of employment opportunities, especially for San Franciscans, while maintaining and facilitating the expansion of a very important segment of the City's overall economic base -- the light industrial, home and business service industries. It is important to protect these business activities, and the types of spaces and transport systems they need, in order to maintain the City's economic diversity and to facilitate the kind of entrepreneurial spirit and inventive forces which create new technologies, new services and business opportunities which are essential to the sustained health and vitality of the city and region. The SOM is uniquely qualified to provide this creative environment because of the types of small, attractive and affordable commercial/industrial spaces available in the neighborhood and because of the rich diversity of peoples, cultures, fashion, art and business found within the SOM and the strong sense of community they share.

The Plan recognizes the need to preserve existing housing resources as the primary means of providing low- and moderate-income affordable rental housing units.

For a detailed discussion of SOM issues, problems and development pressures, please refer to the documents entitled South of Market Rezoning Study -- Housing, Business Activity, Neighborhood Livability Findings and Report on the 1984 South of Market Artist Live/Work Space Survey, both published by the Department of City Planning in March 1985 and available at the Department of City Planning or any branch library in the City.

GOALS

The primary goals of the Plan are to:

- o PROTECT EXISTING ECONOMIC, SOCIAL AND CULTURAL DIVERSITY.
- o PRESERVE EXISTING HOUSING AND ENCOURAGE THE DEVELOPMENT OF NEW, AFFORDABLE HOUSING.
- o PROTECT AND FACILITATE THE EXPANSION OF INDUSTRIAL, ARTISAN, HOME AND BUSINESS SERVICE, AND NEIGHBORHOOD-SERVING RETAIL AND COMMUNITY SERVICE ACTIVITIES.
- o PRESERVE EXISTING AMENITIES AND IMPROVE NEIGHBORHOOD LIVABILITY FOR SOUTH OF MARKET RESIDENTS, WORKERS AND VISITORS.

INTRODUCTION

POLICIES

The Plan proposes policies and recommends implementing actions which would:

- o preserve the area's existing sound, and often irreplaceable, affordable housing and industrial building stock;
- o allow construction of enough new industrial and commercial space to accommodate the anticipated growth and expansion of the City's small scale light industrial, home and business service, and artisan business activities;
- o provide enough space for neighborhood-serving convenience retail and community service activities for SOM residents, workers and visitors;
- o maintain the existing pleasant scale, character and intensity of building form and residential and commercial/industrial activity;
- o encourage, through flexible zoning standards, new affordable housing resources;
- o facilitate the maintenance and strengthening of the rich social, cultural and economic diversity of the SOM through the preservation of affordable residential and commercial space, and the establishment of broad and flexible mixed use zoning controls; and
- o encourage the improvement of SOM neighborhood livability by recommending increased public transit service combined with improved parking management programs; additional open space and recreation resources; increased health and human service facilities for area residents; and improved environmental health maintenance activities such as sidewalk repair and cleaning, trash removal, and rodent eradication programs.

PRINCIPAL FEATURES OF THE PLAN

- o The Plan, and associated zoning controls, proposes a more coherent land use pattern within the SOM and redirects business and residential activity to certain discrete subareas within the broader South of Market area. Pursuant to the Plan,
 - A South of Market Mixed Use District would be created within which residential and artist live/work activity would be a principal use.
 - Light industrial, home and business service, cultural arts, and neighborhood-serving retail and community service activities would be a principal use throughout the Mixed Use District, except within the exclusively residential districts.
 - Office activity would be redirected to the Second Street and Townsend Street areas.

INTRODUCTION

- Large scale wholesale trade center activities would be redirected to the Showplace Square area.
- Nighttime entertainment activities would be redirected to frontage properties along Howard, Folsom, Townsend, Second, Ninth and Eleventh Streets as a principal use and may be allowed in other non-residential districts as a conditional use.
- Certain predominantly residential side streets would be rezoned to facilitate new, affordable "in-fill" housing at a scale and density compatible with the neighborhood.
- Sixth Street would be rezoned to facilitate in-fill residential hotel development.
- Areas for new open space resources would be identified and a visually prominent pedestrian circulation system linking existing and new park and recreation facilities would be created.

In all, six subarea use districts would be created within the South of Market Mixed Use District and the present RC-2 zoning for South Park would be maintained with the exception that live/work use would be permitted as a principal use within the South Park RC-2 district.

The six subarea use districts are:

- Residential Enclave District encompassing the predominately residential side streets west of Fourth Street from Minna to Harrison Street.
- Residential Hotel District encompassing frontage properties along Sixth Street from Minna to Harrison Streets.
- Light Industrial/Home and Business Service District encompassing most of the SOM west of Fourth Street.
- Nighttime Entertainment District encompassing frontage properties along Howard, Folsom, Townsend, Second, Ninth and Eleventh Street.
- Second Street Corridor Office District generally encompassing properties bounded by Folsom, Townsend, Third and First Streets.
- Townsend Street Corridor Office District encompassing the area bounded by Brannan, Townsend, Third and Seventh Streets.

INTRODUCTION

- o The Plan establishes new commercial and residential density standards which would reflect the prevailing scale and intensity of activity in the SOM while providing sufficient new development to accommodate the space needs of new and expanding permitted businesses.

Commercial/industrial density is regulated by the amount of building area, measured in square feet of floor area, allowed in relation to the lot area of an individual parcel. The maximum commercial floor area allowed on an individual parcel is limited by the Floor Area Ratio (FAR) or a certain multiple of the lot area. Existing FAR limits within the SOM range from a 9 to 1 ratio to a 1.8 to 1 ratio, with most of the area controlled by a 5 to 1 FAR. The Plan would reduce FAR limits throughout the District; new controls would range from 4 to 1 to 1 to 1, with most of the area controlled by a 2.5 FAR.

Residential density is regulated by the number of dwelling units allowed on individual parcels. The density is limited by the number of units allowed per increment of lot area. Existing residential densities range from very high (one unit per 50 sq. ft. of lot area) to low densities (1:800) with most of the residential side streets reflecting a moderately high density (1:400) neighborhood. The Plan would establish new residential parking, open space, height and setback standards which would produce moderately high density housing within the residential enclaves and mixed use districts and high density housing within the Sixth Street residential hotel district. The maximum number of dwelling units allowed in new development on any individual parcel within the residential enclave or mixed use districts should not exceed one unit per 400 square feet of lot area (1:400).

The proposed commercial/industrial and residential densities of each of the subarea use districts are:

<u>Subarea District</u>	<u>Commercial/ Industrial Density</u>	<u>Residential Density</u>
Light Ind./Service; Nighttime Entertainment; Second Street Corridor Office	2.5 FAR	moderately high
Townsend Street Corridor Office		
- Townsend Street frontage properties	4 FAR	moderately high
- Brannan Street frontage properties	2.5 FAR	moderately high
Residential Enclave	0 FAR	moderately high
Residential Hotel	1 FAR	high

INTRODUCTION

- o The Plan establishes new height limits which would preserve existing view corridors and sun exposure to open space resources while providing sufficient building area to facilitate new residential and commercial/industrial development.

Existing building height limits range from 160 feet along the northern edge to 30 feet along the elevated freeways, with most of the area governed by a 50 foot height limit. The Plan would maintain existing height limits throughout most of the SOM, would lower height limits along the northern and eastern edge, and would raise the height limit of a three block strip along the southern edge of the District (please refer to Figures 15 and 16).

- o The Plan creates new areas zoned for housing by:
 - rezoning the predominantly residential side streets for moderately high density in-fill housing;
 - rezoning Sixth Street for high density in-fill housing above commercial frontages;
 - permitting housing to be built above commercial space throughout the SOM to the limits of the height and bulk regulations, without counting the housing in the project's Floor Area Ratio limits; and by
 - creating a new "live/work" use category to permit combined residential and commercial/industrial use in commercial/industrial buildings as a principal use throughout the SOM.
- o The Plan proposes to improve neighborhood livability by:
 - establishing adequate on-site parking and open space standards for new development;
 - recommending improved pedestrian circulation networks throughout the SOM;
 - recommending improved transit service throughout the SOM, particularly between Fifth and Eighth Streets;
 - recommending new parking management programs such as preferential parking, shared parking resources, increased freight loading zones;
 - preserving the architectural character of the SOM by identifying specific landmark quality buildings for preservation and establishing urban design guidelines for new development;
 - recommending acquisition and development of a large park site within the densely residential portion of the SOM west of Eighth Street;
 - encouraging the sensitive location of neighborhood-serving health care and social service facilities in close proximity to SOM residents;

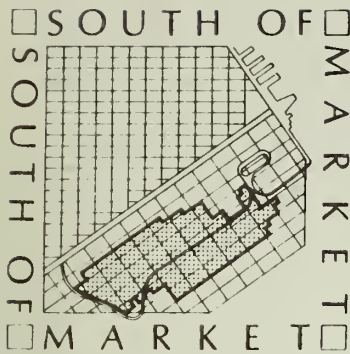
INTRODUCTION

- recommending improved environmental health maintenance programs such as regular trash and litter removal, street and sidewalk cleaning, and rodent and pest eradication programs; and by
- encouraging the location of neighborhood-serving convenience retail and community service activities in close proximity to SOM residents.

PROCEDURES

The South of Market Plan is proposed as a draft for citizen review and comment. Over the next several months Planning Department staff will meet with residents, business operators, workers, property owners and other interested parties to explain and discuss the proposed policies and zoning controls at both large and small community meetings within the South of Market and elsewhere in the City. The Department will prepare and publish an environmental impact assessment of the proposed plan and zoning controls and, following appropriate notice to all interested and affected parties, the City Planning Commission will hold public hearings to receive testimony on the proposed plan and zoning controls prior to adopting them or their revisions as Master Plan and City Planning Code amendments. Once adopted by the City Planning Commission, the Board of Supervisors will hold a series of public hearings on the proposals prior to their adoption of the new legislation for signature by the Mayor.

It is anticipated that new, permanent zoning controls for the South of Market will be in effect by the end of 1985.



RESIDENTIAL SPACE

PRESERVE EXISTING HOUSING AND ENCOURAGE THE DEVELOPMENT OF NEW, AFFORDABLE HOUSING.

BACKGROUND

The South of Market contains approximately 5,000 dwelling units, housing approximately 10,000 residents. Much of the housing is old, since it was constructed during the decade immediately following the 1906 earthquake and fire. Most of the housing is characterized by small individual units located in two to four story wood-frame apartment buildings or flats which line the narrow side streets bisecting many of the large South of Market (SOM) blocks. Sixty-five percent of the SOM housing units are small, comprised of studios or residential hotel rooms. Another 22% are one-bedroom units. Less than 15% of the SOM housing stock have two or more bedrooms which is generally considered suitable for family housing.

For the most part, the SOM housing stock seems to fit the household characteristics of the resident population. Of the 10,000 residents, 70% are in one-person households; that is, they live alone. Fifteen percent of the population are in three or more person households, often considered family or extended family households. However, despite the comparable fit of SOM housing to household size, survey data indicate that the small percentage of large size households in the SOM are overcrowded. There is twice as much overcrowding in the SOM than in the city as a whole -- 9.9% of the units have more than 1.5 persons per room compared to only 4.7% for the city. This suggests a need for larger family units in the SOM.

A 1984 Department of City Planning housing survey of the SOM found a less than 1% vacancy rate, if some residential hotel units being held off the market are excluded. Housing economists generally consider a vacancy rate of 4% to 7% necessary for a reasonably balanced and fluid housing market. According to the Federal Home Loan Bank of San Francisco, the 1983 vacancy rate for all units in the City was 1%.

Ninety-six percent of SOM residents surveyed in 1984 were tenants. Rent levels in the SOM are considerably lower than those for the city as a whole. The median rent paid in the SOM in 1980 was about half the citywide rent level for similar units; although it should be noted that SOM units are generally smaller, without parking or rear yards, and many are without full kitchen and bathroom facilities. Similarly, the median income (\$7,500) for SOM households is less than half the citywide median income level (\$15,838).

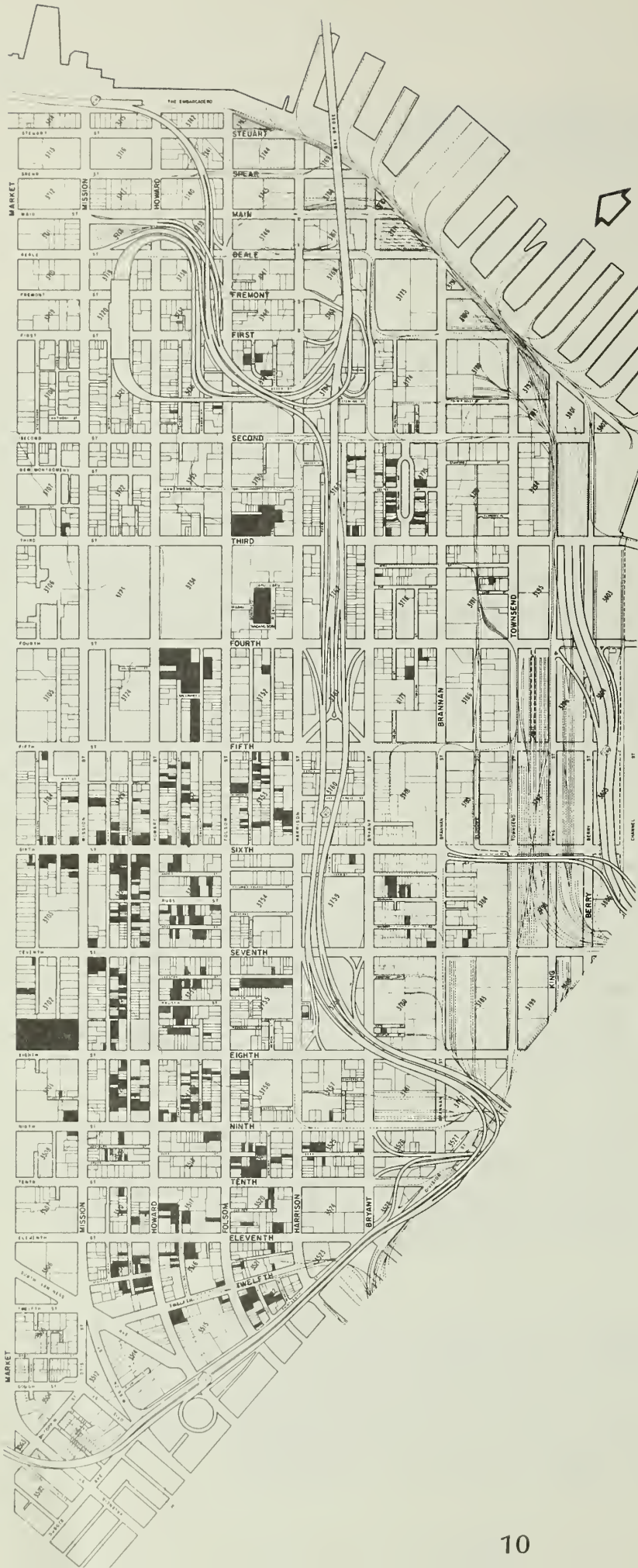


Figure 2

**RESIDENTIAL SPACE
HOUSING IN THE SOUTH OF MARKET
Schematic Boundary Only**



SOUTH OF MARKET PLAN

Proposal For Citizen Review June 1985

Overall, the SOM housing stock matches the space needs and housing affordability levels of the existing SOM residents. The SOM remains a valuable source of sound, low-cost rental housing for many of the city's low-income immigrants, service workers, and unemployed and under-employed residents. In addition to the 10,000 plus people residing in apartments, hotels and flats, there is a large yet unknown number of artists living and working in industrial buildings, and a large and unknown number of "street people" who reside in various forms of spontaneous shelters throughout the SOM.

OBJECTIVE 1

PRESERVE EXISTING RENTAL HOUSING WITHIN THE SOUTH OF MARKET.

Affordable rental housing is a valuable resource to the city and to the South of Market population in particular. Because of land, labor, materials and financing costs, new housing construction in the city generally produces condominiums priced at over \$100,000 or renting for over \$1,200 per month. Increasingly, the only low- or moderate-income affordable housing resources available in the city are found within the existing housing stock. It is extremely important that existing low-income affordable rental housing units be preserved and maintained as long as possible; at least until the citywide vacancy rate for rental housing is such that prices are affordable to all of the city's population/income sectors.

POLICY 1

Discourage the demolition of existing dwelling units or their conversion to non-residential use.

Approximately 40% of SOM housing lies within commercially or industrially-zoned districts and, as such, are vulnerable to conversion to non-residential use or to demolition to make way for new commercial or industrial development. Between 1979 and 1984, several hundred SOM dwelling units were lost due to conversion or demolition. The remaining SOM housing is in generally sound condition, is of an attractive scale and architectural character, and represents one of the city's few remaining low-income affordable rental housing neighborhoods.

While there should be a strong presumption toward preserving existing housing, occasionally special circumstances may arise that could justify the loss of residential space through demolition or conversion. For example,

- o Demolition may be necessary because the unit is uninhabitable and it is not feasible to rehabilitate it.
- o Demolition of a habitable dwelling unit may be deemed necessary in order to make land available for the development of permanently affordable low- to moderate-income rental housing units when the total number of such units represents a substantial increase in units on-site.

RESIDENTIAL SPACE

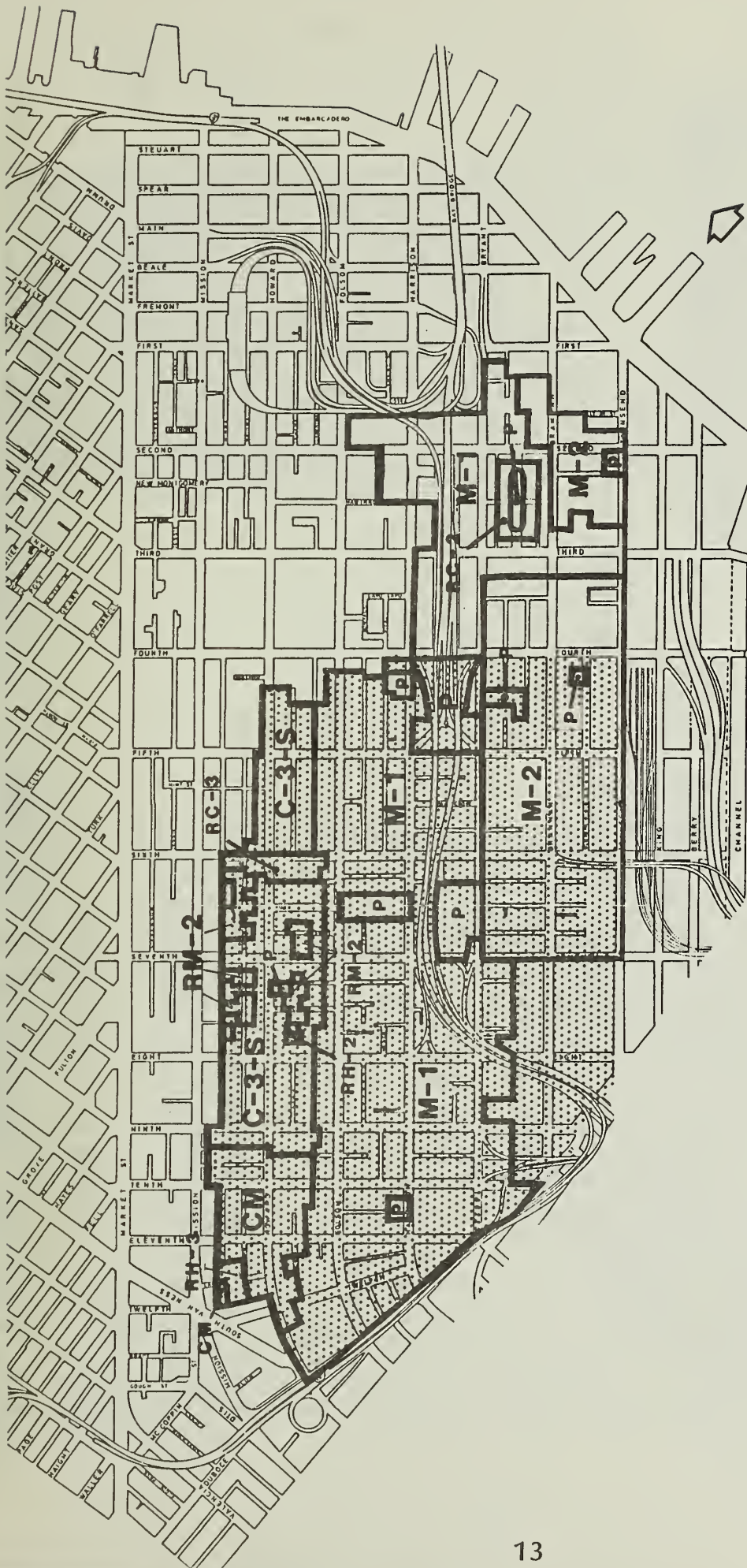
- o Demolition of a habitable dwelling unit may be deemed appropriate when an owner-occupant wishes to enlarge his/her principal residence by expanding into an adjacent unit in a structure not subject to rent control.
- o Demolition or conversion may be deemed necessary in order to accommodate the expansion of an immediately adjacent light industrial, home or business service, or community service operation which is permitted as a principal use within the district, and when such action is the most reasonable means of balancing competing space needs.
- o Conversion of a vacant, yet habitable dwelling unit may be deemed necessary in order to make any economic use of the space because special circumstances (such as proximity to an incompatible use) have rendered the unit unmarketable for residential use.

Live/work units provided within the allowable commercial FAR of a commercial, industrial or mixed use building should be considered a commercial, rather than residential, occupancy and should not be subject to the limitation on the conversion of dwelling units to non-residential use as a means of encouraging the creation of live/work units.

IMPLEMENTING ACTION

1. Amend the City Planning Code to make demolition of existing dwelling units or their conversion to non-residential use a conditional use.

Create a South of Market Mixed Use District encompassing most of the present South of Market Industrial and Housing Conservation Special Use District and the adjacent Second Street corridor area to the east (see Figures 3 and 4). Within the newly established South of Market Mixed Use District, demolition of housing or conversion of an existing dwelling unit to non-residential use, whether the unit is vacant or occupied, would be permitted only if authorized as a conditional use under Section 303 of the City Planning Code, unless the Superintendent of the Bureau of Building Inspection or the Chief of the Bureau of Fire Prevention and Public Safety determines that demolition is the only feasible means to secure the public safety. When considering whether to grant a conditional use permit for the demolition or conversion of a dwelling unit, in lieu of the criteria set forth in Planning Code Section 303, consideration would be given to this policy in the South of Market Plan, the adverse impact on the public health, safety and general welfare of the loss of housing stock within the district, and to any unreasonable hardship to the applicant if the permit is denied.



EXISTING USE DISTRICTS
Schematic Boundary Only

- South of Market
- Special Use District
- RH-2/Two-Family Residential
- RH-3/Three-Family Residential
- RM-2/Moderate Density Residential
- RC-2/Moderate Density Residential-Commercial

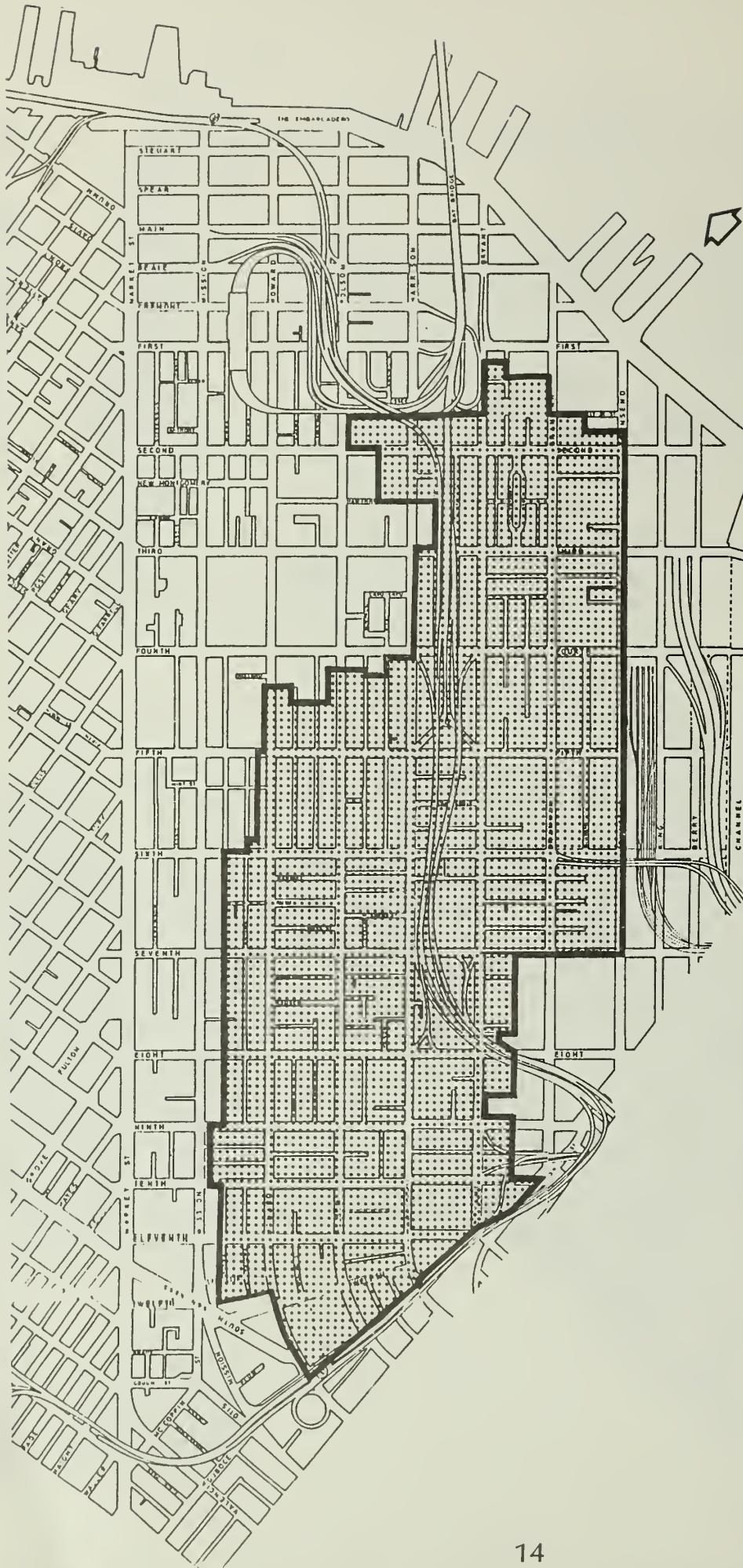


Figure 3

- RC-3/High Density Residential-Commercial
- C-3-S/Downtown Support Commercial
- CM/Heavy Commercial
- M-1/Light Industrial
- M-2/Heavy Industrial
- P/Public

SOUTH OF MARKET PLAN

Proposal For Citizen Review June 1985



**PROPOSED SOUTH OF MARKET
MIXED USE DISTRICT
Schematic Boundary Only**

Housing As A Principal Use

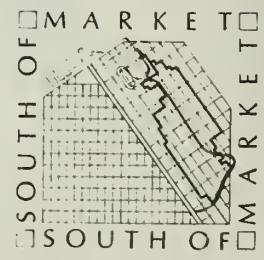


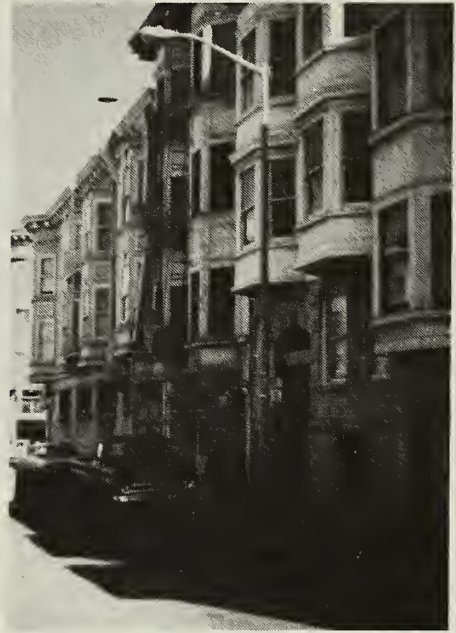
Figure 4

SOUTH OF MARKET PLAN

Proposal For Citizen Review June 1985



Jose Letelier



J. Letelier

POLICY 2

Promote making existing rental housing permanently affordable for low- and moderate-income residents.

The SOM represents one of the lowest rent neighborhoods in the city. On average, SOM residents pay one-half their annual income on rent. SOM residents are very "rent sensitive" and cannot afford to pay higher rents. If outbid for existing SOM housing by higher income households, it would be difficult for displaced SOM households to find affordable replacement housing elsewhere in the city because approximately three-fourths of SOM households cannot afford to pay citywide median market rents.

Current neighborhood conditions make SOM housing unattractive to higher-income households. It is conceivable, however, that over time, the SOM may become attractive to some higher-income households who wish to live close to the city's major cultural and employment centers. Preservation of the existing housing stock through zoning controls will not, in itself, insure the lower-income affordability of the units over the long run, nor will it insure the tenancy of the units. Tenant counseling should be provided to existing residents to inform them of proper leasing and eviction procedures and other tenant rights and to assist in homefinding, particularly for family and live/work households. Additional measures should be taken to facilitate the purchase of residential property by individuals or non-profit corporations who would contractually agree to maintain them as permanently affordable rental housing.

RESIDENTIAL SPACE

IMPLEMENTING ACTIONS

1. Encourage the City's housing and community development agencies and any other housing finance and/or development agencies to make funds and/or other resources available for tenant counseling and/or home finding assistance for SOM residents, particularly the more vulnerable family and artist households.
2. Encourage the City's housing and community development agencies and other housing agencies to make city-administered housing preservation and development funds available to private individuals, corporations, or non-profit corporations who wish to purchase and rehabilitate existing South of Market rental housing units and maintain them as permanently (a minimum 20 year period) low- and moderate-income affordable rental housing. Low-interest mortgage revenue bond programs could be designed to facilitate the purchase of existing multiple unit apartment buildings and flats when such units are agreed to be maintained as low- (at least 10% of the units) and moderate-income rental units by the borrower for a minimum 20 year period.
3. Encourage the City's housing and community development agencies to make city-administered housing preservation and development funds available to private individuals, corporations, and/or non-profit corporations who would purchase and rehabilitate existing residential hotel buildings along Sixth Street, between Market and Harrison Streets, and who would agree to properly manage and maintain the units as safe, sanitary, and affordable rental housing for low- (at least 50% of the units) and moderate-income households for a minimum 20 year period. The City should encourage and facilitate the provision of social service programs within the ground floor space of these rehabilitated residential hotels. The City should establish as a goal the rehabilitation and proper management of at least six residential hotels along Sixth Street. This, combined with City- and privately-sponsored social service programs within the buildings and enactment of zoning controls which would limit the sale of alcoholic beverages in the area, would facilitate the stabilization of Sixth Street as a safe, clean and affordable residential community.



Susana Montana



S. Montana



S. Montana

POLICY 3

Facilitate the preservation of affordable "live/work" loft studio space for individuals living and working in commercial/industrial buildings within the South of Market.

The SOM is home to a large community of performing and visual artists and craftspersons living and working in loft studios in commercial and industrial buildings. The SOM has provided low cost loft space for the city's artists for several decades. Before that, the North Beach and Northeastern Waterfront industrial areas were home for many of the city's artists. Development pressures have again caught up with the city's live/work artists and SOM rents have become unaffordable to many artists. The live/work artist is the most vulnerable of the SOM commercial tenants principally because the types of small, intimate upper-level loft spaces they require are also the types of spaces which are attractive to higher-rent-paying office tenants. These spaces are not generally used by the area's other industrial, business service and retail businesses. Consequently, the artists find themselves competing for space with the highest rent-paying businesses. Unfortunately, there are very few other areas in the city where the artists can find affordable alternative spaces.

Over the past few years, SOM artists have been reluctantly leaving the city in large numbers, moving to less expensive industrial space in the East Bay. The remaining SOM artists are clearly aware of these pressures and trends and are fearful not only of what appears to them to be the inevitable and eminent loss of their own studio space in the SOM, but are also fearful and saddened about the probable loss of their sense of community with other SOM artists, the loss of their network of support services, and the loss of the creative exchange and stimulation that the SOM artist community offers them and their artwork.

As artists leave the city, the city loses an important element of its rich cultural and economic diversity. It is worthwhile and important to provide resources and develop land use policies and programs which would facilitate the retention and strengthening of the SOM artist community.

RESIDENTIAL SPACE



S. Montana



S. Montana

For a further discussion of live/work space in the SOM, please refer to the Department's Report on the 1984 South of Market Artist Live/Work Space Survey published in March 1985.

IMPLEMENTING ACTIONS

1. Amend the City Planning Code to create a new land use or zoning category entitled "live/work" which describes an individual unit combining living space (residential use) with work space (commercial or light industrial business service use) within a physically separated part of a commercial, industrial or mixed use building.
2. Amend the City Planning Code to allow live/work use as a principal permitted use when located within any commercial, industrial or mixed use building within the SOM Mixed Use District, and when all applicable live/work occupancy permits are secured.
3. See also pages 29 and 43 for further live/work space Policies and Implementing Actions.

RESIDENTIAL SPACE

OBJECTIVE 2

ENCOURAGE THE DEVELOPMENT OF NEW HOUSING AFFORDABLE BY LOWER INCOME HOUSEHOLDS.

The South of Market is a mixed use district. Industrial buildings are located within residential enclaves along the narrow side streets. Residential hotels and apartments are found above storefronts and offices along the major thoroughfares. Flats and artist studios lie within the most intensive industrial areas throughout the SOM.

Nevertheless, within this mix, there is a strong historical pattern of residential development. Most of the housing is in low-scale, moderately high density residential enclaves along the side streets which divide the large SOM blocks from Minna to Harrison Streets, west of Sixth Street, as well as in low scale, moderately high density flats and apartments above storefronts which line the major thoroughfares west of Sixth Street.

Within the portion of the SOM where housing is clustered, there are a number of vacant parcels, parking lots, and other parcels in open storage use. These parcels are undeveloped or underdeveloped and can be viewed as opportunity sites for new development.

Generally speaking, new market rate housing development is not economically feasible west of Sixth Street. In most cases, the cost of land, construction, and operation far exceed the revenues which can be generated by rents. In addition, most vacant or undeveloped parcels within the SOM are small, are often irregularly shaped, and are adjoined by older industrial buildings and/or flats without parking or rear yards.

Because of prevailing market conditions and the physical characteristics of undeveloped parcels within the SOM, new housing development is expected to proceed at a slow pace for the foreseeable future. Construction is likely to be small, "in-fill" housing within the predominantly residential enclaves, and above commercial light industrial storefronts along the major thoroughfares.

POLICY 1

Increase the supply of housing without adversely affecting the scale, density, and architectural character of existing residential or mixed use neighborhoods or displacing light industrial and/or business service activities.

Many of small craftspersons and start-up business operators choose to live above or close to their businesses. New housing above commercial storefronts or light industrial space or within industrial buildings are an economical, convenient and efficient means of utilizing scarce land resources while proving affordable shelter for households with varied life styles.

This type of small scale mixed use development is characteristic of SOM housing along the major thoroughfares west of Sixth Street.

RESIDENTIAL SPACE

IMPLEMENTING ACTIONS

1. Amend the City Planning Code to establish residential activity as a principal permitted use throughout the South of Market Mixed Use District. This provision would reverse the present status of housing as a conditional use, not allowed without special permission/authorization by the City Planning Commission, in the area's existing commercial (C-3-S, CM) and industrial (M-1, M-2) use districts (see Figures 3 and 4).

2. Establish residential density limits within each of the SOM Mixed Use District subarea use districts which would be compatible with the existing density of the area. Residential density standards would limit the number of dwelling units which could be developed on individual parcels. The density standards would be designed to (1) facilitate the development of new, affordable small scale or "in-fill" housing on vacant or undeveloped parcels or above commercial space within the district, (2) reflect the prevailing scale of the neighborhood, and (3) discourage, by making uneconomic, the demolition of existing housing for new higher-density housing development.

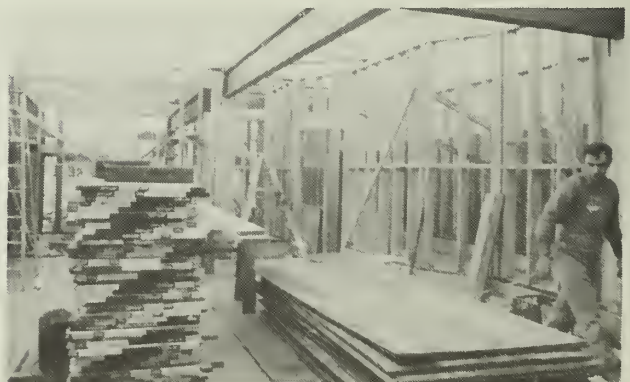
Residential density limits within the residential enclave and mixed use districts should reflect a moderately high density of up to one unit per 400 square feet of lot area (1:400). Residential densities within the Sixth Street residential hotel district should reflect a high density with the number of units allowed on an individual parcel limited by open space, height, setback, urban design controls and Housing and Building Code standards, subject to public notice and administrative review by the Zoning Administrator.



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POLICY 2

Facilitate in-fill housing development on small or irregularly-shaped parcels within the predominantly residential neighborhoods while preserving the existing scale of the neighborhood, providing usable on-site open space and adequate parking resources, improving the quality of streetscapes and street frontages, and reducing the per-unit development cost of new housing.

Approximately 20% of the SOM housing stock lie within the eight predominantly residential side streets or residential enclaves west of Sixth Street and north of Harrison Street. Within these enclaves lie approximately 40 vacant parcels or lots devoted to surface parking or storage use. These parcels are considered housing opportunity sites although many of them are small and/or irregularly shaped and are often adjoined on two or three sides by flats, apartments or warehouses built to the property line without rear yards. Under present residential density, parking and rear yard zoning standards, these parcels could not accommodate enough units to make the per-unit development and operation costs economic as moderate-income affordable in-fill housing. Because of citywide housing market forces and SOM neighborhood characteristics, unless SOM in-fill housing is affordable to moderate-income households the units are not likely to be marketable as either rental or condominium housing and are therefore not likely to be built. New zoning controls tailored to the design needs and neighborhood characteristics of these parcels, and sensitive to the economics of affordable in-fill housing, would induce attractive, compatible and economic in-fill housing while providing adequate residential amenities.

IMPLEMENTING ACTIONS

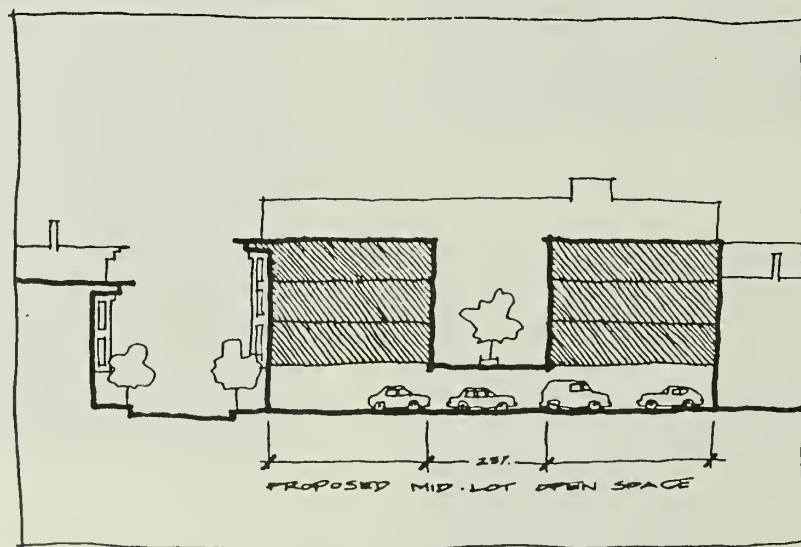
1. Amend the City Planning Code to encourage economically feasible in-fill housing with appropriate residential amenities, such as parking, usable open space, light and air, and adequate unit sizes and floor plans.

Within the newly established South of Market Mixed Use District, establish a distinct zoning classification called the Residential Enclave District. For this district, establish new height, residential density, parking, rear yard, building massing, setback, lot coverage, streetscape, vehicular circulation standards, and urban design guidelines. These new zoning controls would be developed to facilitate in-fill housing development on undeveloped or underdeveloped parcels located within the predominantly residential side streets, or residential enclaves, found within the SOM west of Sixth Street, from Minna to Harrison Streets. The controls would strengthen the residential character and, over time, would improve the residential amenities within these neighborhoods. The proposed Residential Enclave Districts are shown on Figure 5.

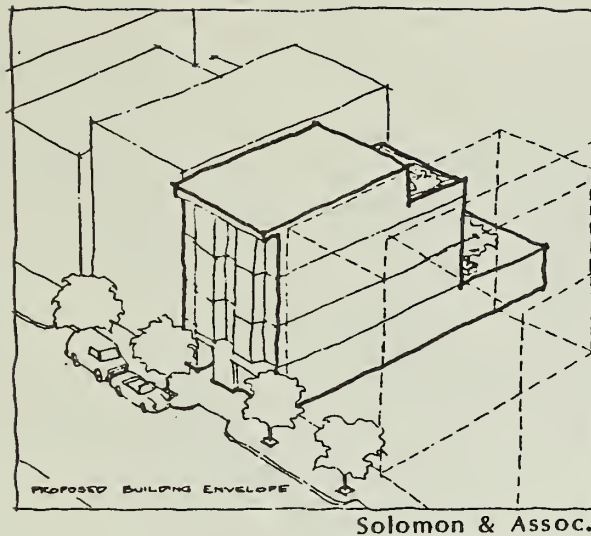
RESIDENTIAL SPACE

Within the South of Market Residential Enclave Districts, heights should be limited to 40 feet. Residential densities (the number of units developed on-site) should reflect the existing average prevailing moderately-high density within these enclaves. The maximum number of units allowed on any individual parcel should not exceed one unit per 400 sq. ft. of lot area, which would reflect a moderately high density development. Full lot coverage at grade level, to a height of 10 feet, should be allowed for enclosed, on-site parking where adjacent parcels do not have rear yards or open space at grade and when comparable usable open space for residences is provided elsewhere within the project. One independently-accessible on-site parking space per two dwelling units should be required. No more than one parking space per unit should be permitted. 100% compact car sizes should be allowed. The minimum usable open space requirement would be 60 square feet per unit for private space or 80 sq.ft. per unit for common open space. A 25% rear yard requirement should be provided at the first and succeeding level of residential use. Streetscape and urban design guidelines should be established for the district.

Within the Residential Enclave Districts, dwelling units and live/work units would be a principal use. Group housing, board and care and commercial or industrial uses would not be permitted in new development. Although the residential enclaves are in predominantly residential use, there are some commercial/industrial buildings and uses adjacent to flats and apartments. These buildings would become non-complying structures occupied by non-conforming uses. The buildings could not be enlarged and the uses could not expand or intensify at this location. Should a non-conforming use tenant vacate the space, the space would have to be filled by a permitted residential use or live/work use or, alternatively, could be filled by a compatible, low-intensity neighborhood-serving retail or personal service use (e.g. laundromat, mom and pop grocery or produce store, small cafe or coffee house) which would be a principal use in the Light Industrial/Home and Business Service District and when such conversion of use is authorized as a conditional use by the City Planning Commission.

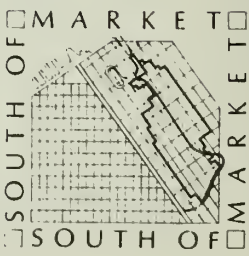
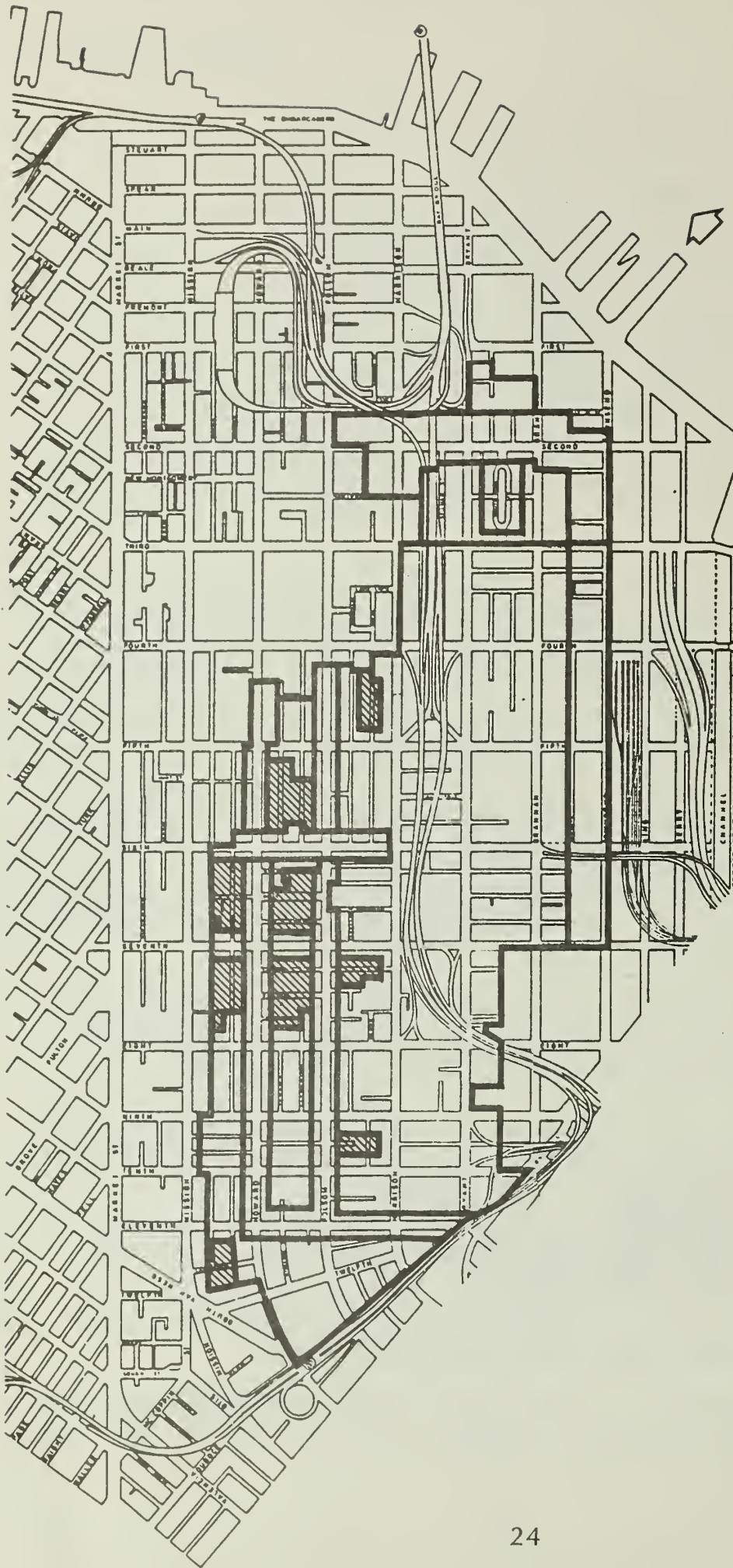


D. Solomon & Assoc.



2. Within the South of Market Mixed Use District, replace the existing residential use district classifications (RH-2, RH-3, RM-2) within the side streets with the following eight South of Market Residential Enclave Districts.

- o Assessor's Block 3511 -- east and west side frontage properties along Lafayette Street from Minna to Natoma Streets.
- o Assessor's Block 3726 -- south side frontage properties along Minna Street, and both north and south side frontage properties along Natoma Street between Sixth and Seventh Streets.
- o Assessor's Block 3727 -- south side frontage properties along Minna Street, and north and south side frontage properties along Natoma Street between Seventh and Eighth Streets.
- o Assessor's Block 3730 -- east and west side frontage properties along Sumner Street, east and west side frontage properties along Rausch Street, and east and west side frontage properties along Langton Street between Howard and Folsom Streets.
- o Assessor's Block 3731 -- east and west side frontage properties along Moss and Russ Streets, and west side frontage properties along Harriet Street between Howard and Folsom Streets.
- o Assessor's Block 3732 -- north and south side frontage properties along Tehama Street, and north and south side frontage properties along Clementina Street between Fifth and Sixth Streets.
- o Assessor's Block 3752 -- north and south side frontage properties along Clara Street between Fourth and Fifth Streets.
- o Assessor's Block 3755 -- east and west side frontage properties along Langton Street, and east side frontage properties along Hallam Street between Folsom and Harrison Streets.



PROPOSED RESIDENTIAL ENCLAVE DISTRICTS
Schematic Boundary Only

Figure 5

SOUTH OF MARKET PLAN

Proposal For Citizen Review June 1985

POLICY 3

Encourage new, in-fill residential hotel development along Sixth Street.

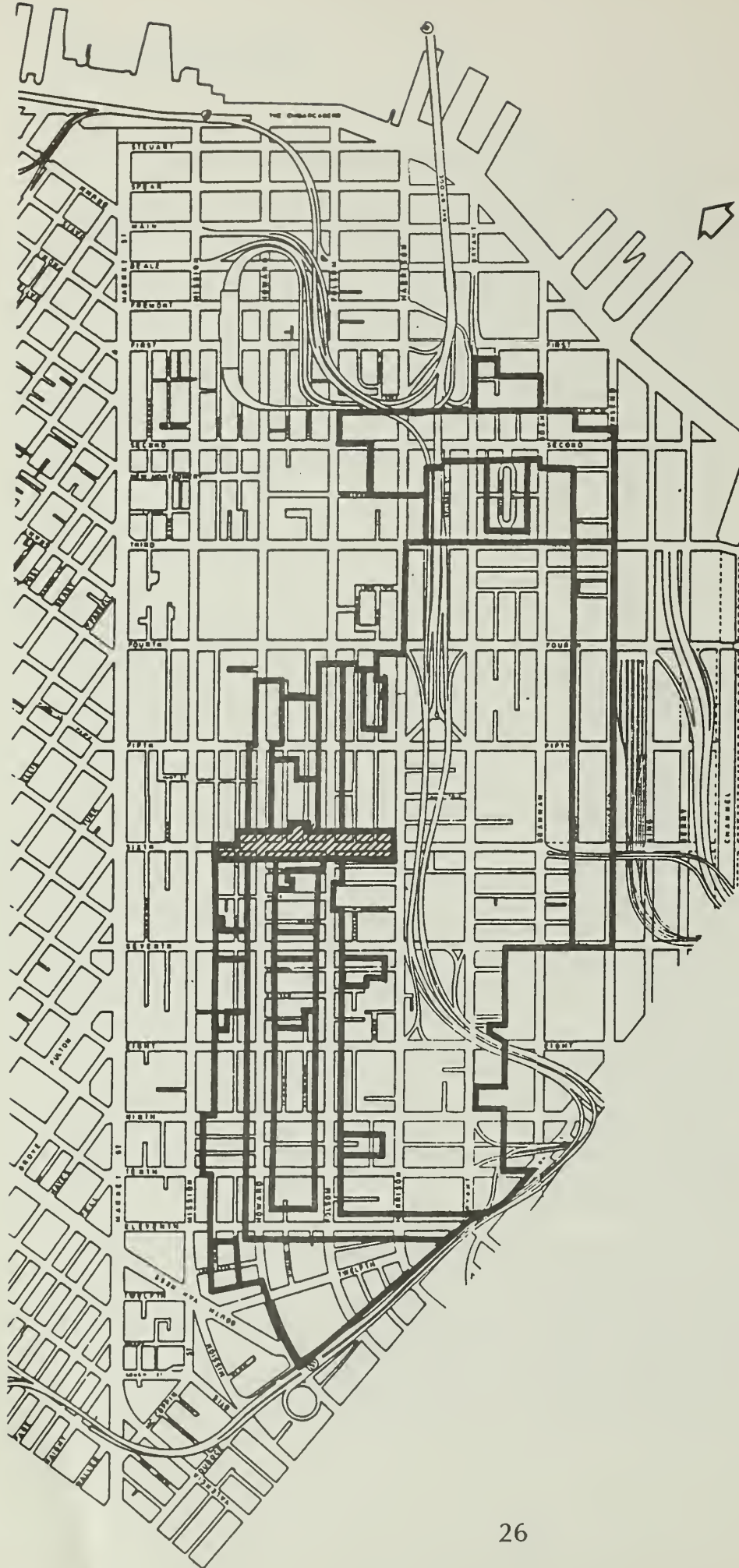
Sixth Street is a valuable resource of low-income rental housing. There are over 450 low-income residential hotel units in eleven buildings along Sixth Street from Minna to Harrison Streets. Approximately 200 of these units in three residential hotels are vacant and are subject to condemnation proceedings due to Code violations. Should it prove to be infeasible to rehabilitate these units, these parcels, along with some older one- or two-story commercial buildings which front on Sixth Street, should be considered "in-fill" housing opportunity sites. Zoning controls should facilitate development of low-income affordable in-fill residential hotels and other high density housing along Sixth Street which would both provide adequate amenities on-site and improve the quality of streetscapes and commercial activities within the neighborhood.

IMPLEMENTING ACTION

1. Within the South of Market Mixed Use District, create a residential hotel use district along Sixth Street from Minna to Harrison Streets, including both east and west side frontage properties and any through-lots (see Figure 6). Rezone frontage properties along Sixth Street from Minna to Harrison Streets from the existing C-3-S, RM-2 and M-1 designations to a new, high-density residential/low-density commercial mixed use district to allow vacant parcels to develop in predominantly residential use with some ground floor neighborhood-serving retail/service use. Residential hotel development would be encouraged.

This predominantly residential mixed use district would require ground floor neighborhood-serving retail or service activity along the Sixth Street frontage with housing behind and above. Building height limits within the district should range from 40 to 80 feet. Commercial space should be limited to the ground floor or below-grade levels and should not exceed a 1.0 Floor Area Ratio (FAR). Only housing would be allowed above the ground floor up to the maximum building envelope defined by height, setback, solar access criteria, and other urban design zoning controls established for the district. Residential density limits should be flexible to allow greater number of dwelling units; the size and design for these units would be required to meet all Housing and Building Code standards and would be subject to public notice and administrative review by the Zoning Administrator, with appeal to the Board of Permit Appeals.

Relaxation of on-site parking requirements for residential hotels should be allowed, through administrative review by the Zoning Administrator, where market studies demonstrate that prospective residents would not require the number of on-site parking spaces normally required for group housing, pursuant to Section 151 of the City Planning Code. Other commercial and residential developments should be required to provide on-site parking as specified by Section 151 of the City Planning Code for an RC-4 equivalent development.



PROPOSED RESIDENTIAL HOTEL DISTRICT
Schematic Boundary Only

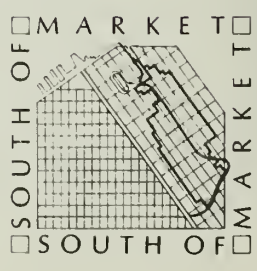


Figure 6

SOUTH OF MARKET PLAN

Proposal For Citizen Review June 1985

RESIDENTIAL SPACE

Common, unenclosed open space is encouraged over private open space and may be provided on the rooftop and podium-level(s) in lieu of a rear yard, and should be designed to provide safe and comfortable sitting spaces with maximum sun exposure, wind protection and views. The massing and design of the upper levels of new buildings should maintain or improve the access of light and air to, and views from, adjacent properties. The minimum usable open space requirement should be 36 square feet per unit for private space or 50 sq.ft. per unit for common open space. Should private open space be provided as a means of satisfying the residential open space requirement, a rear yard would be required, pursuant to Section 134 of the City Planning Code for an RC-4 equivalent development.

Curb cuts would be discouraged along the Sixth Street frontage. Continuous ground floor commercial frontage with pedestrian-oriented retail activities and sufficient window treatments along the Sixth Street frontage is encouraged.

Within the Residential Hotel District, dwellings, live/work units and group housing/residential hotels would be a principal use. Board and care homes would be permitted as a conditional use. Within the 1.0 commercial FAR limit, neighborhood-serving retail and personal service activities and community service programs would be permitted as a principal use, exclusive of establishments offering the sale of alcohol including beer and wine; these would be permitted only as a conditional use. Social service activities including substance abuse counseling, missions, temporary shelter programs and other counseling services would be permitted only as a conditional use in order to prevent undue concentration of these uses in any one neighborhood.

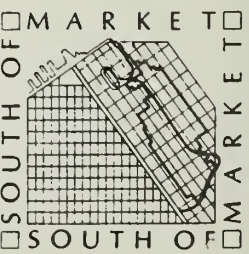
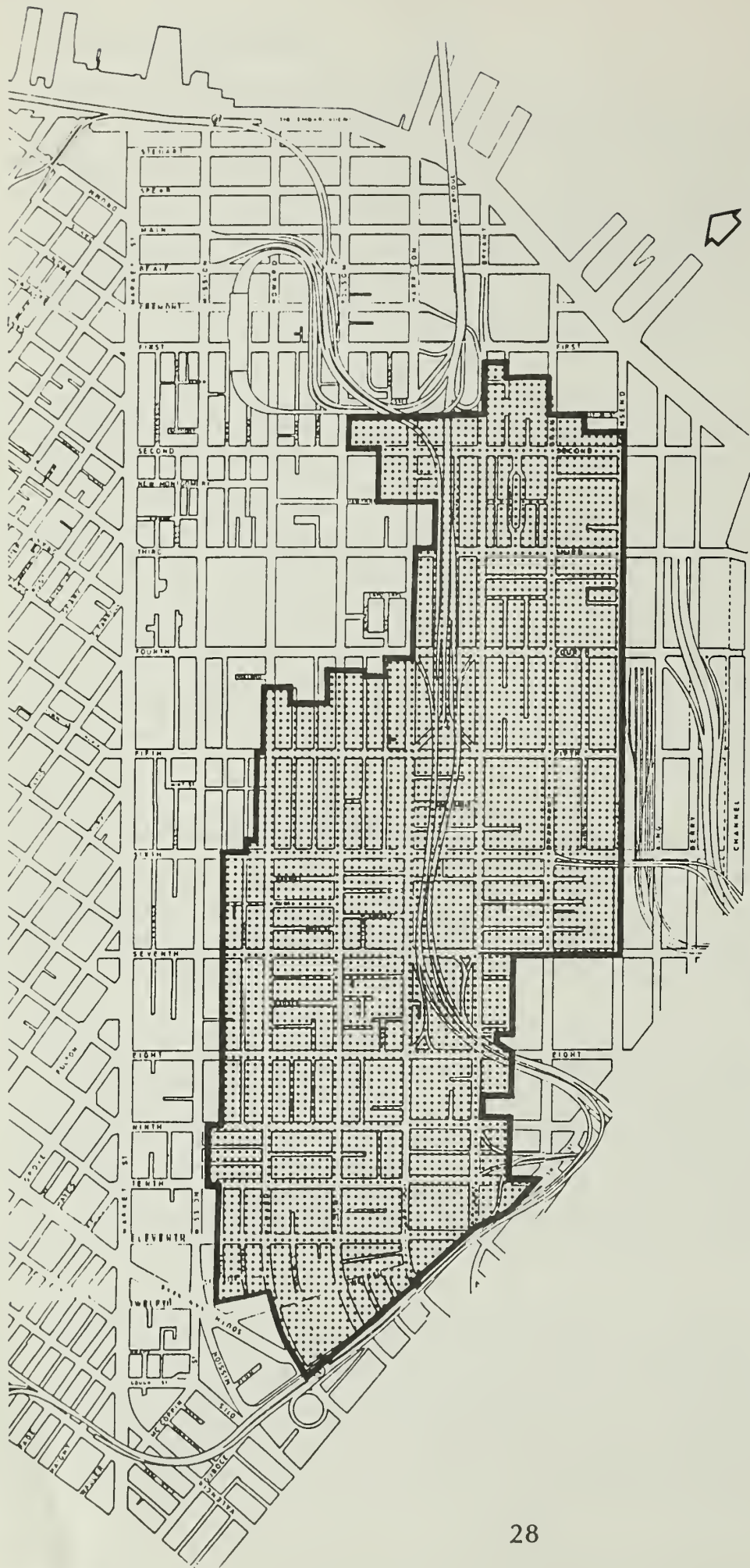
POLICY 4

Encourage new housing development in mixed use projects throughout the South of Market.

Zoning controls should facilitate the development of affordable, in-fill mixed use projects throughout the South of Market which would provide adequate on-site residential amenities while maintaining the existing scale of the neighborhood.

The South of Market has always featured living space in flats and apartments above ground floor shops and storefronts, providing convenient and affordable living and work space for small craftspersons, start-up businesses, and neighborhood-serving mom and pop-type business operators. The Howard, Folsom and Bryant Street thoroughfares, as well as many of the narrow side streets, are characterized by this type of small, mixed use development. This type of living space above ground floor work space remains a very popular form of space for SOM small business operators and artisans, and is particularly well-suited to the size of parcels and mixture of uses which characterize the SOM.

There are a number of vacant and underdeveloped parcels within the SOM that could be developed as moderately high density housing over low or moderate density commercial/industrial space. SOM industry generally does not need or use space above the ground level. The development of housing above ground floor industrial space would make more efficient use of the parcel's allowable building area, would produce additional revenues to the developer/property owner, and thus may induce development of new industrial and residential space.



**PROPOSED SOUTH OF MARKET
MIXED USE DISTRICT
Schematic Boundary Only**

**Housing Allowed Above Commercial FAR
Live/Work Units In Commercial/Industrial Buildings To Be A Principal Use**

Figure 7

SOUTH OF MARKET PLAN

Proposal For Citizen Review June 1985

IMPLEMENTING ACTION

1. Amend the City Planning Code to encourage new, mixed use developments (housing above commercial and/or light industrial/business service activities) within the South of Market Mixed Use District (see Figure 7). Amend Section 124 of the City Planning Code to exclude on-site residential space from the calculation of commercial Floor Area Ratio (FAR) density controls within the South of Market Mixed Use District. FAR limits would control the intensity of commercial and/or light industrial/business service activity on individual lots.

Within the South of Market Mixed Use District, housing would be a principal permitted use and residential space would not count against the base FAR limit. Commercially and/or industrially-zoned properties could build up to the FAR limit in wholly commercial or industrial space and could develop housing above the FAR limit yet within the maximum building envelope limits established by subarea use district height, parking, open space, rear yard/setback, and other urban design zoning controls.

Except within the Sixth Street Residential Hotel District, residential densities would be limited by the number of independently-accessible parking spaces provided on-site for the exclusive use of residents, with the residential parking standard established at one space per two dwelling units, up to a maximum density of one dwelling unit per 400 sq. ft. of lot area. 100% compact car sizes should be allowed to fulfill the residential parking requirement.

In new mixed use developments, common, unenclosed open space areas should be provided as a rear yard, rooftop garden, or elsewhere on the lot or within the development where it is clearly accessible to and for the exclusive use by the residents. The minimum usable open space requirement for residential use provided in mixed use developments should be 100 square feet per dwelling unit for private space and 133 sq.ft. per unit for common open space.

POLICY 5

Encourage the development of live/work units in commercial, industrial or mixed use buildings throughout the South of Market Mixed Use District.

IMPLEMENTING ACTIONS

1. Amend the City Planning Code to allow live/work units in commercial, industrial or mixed use buildings as a principal permitted use within the SOM Mixed Use District. Establish appropriate open space and parking standards for live/work units. Live/work units should be considered a commercial occupancy except where these units are provided above the FAR limit. In this case, the live/work space would be considered a residential occupancy and may not be converted to wholly commercial use.

2. See also pages 18 and 43 for further live/work space Policies and Implementing Actions.

RESIDENTIAL SPACE

POLICY 6

Promote the preservation of the western South of Market as a lower-income housing resource by encouraging mixed income occupancies in any new residential or mixed use development west of Sixth Street.

A Substantial number of housing units are planned or proposed for development in the eastern portion of the SOM, including 400+ units at the Yerba Buena Center, 400+ units in Rincon Point, 2,000+ units at Rincon Hill 2,000+ at South Beach, and 7,500 at Mission Bay. Because of the cost of construction and financing, the majority of these units are expected to be affordable only to middle- to upper-income households.

Recent survey research found that the majority of these household types (two working adults earning over \$50,000 combined annual income) would be attracted to live in the SOM only if the new development featured (1) close proximity to the waterfront and downtown office district, and (2) units with views, 2-bedrooms and 2-bathrooms, internal security and parking, nearby convenience retail stores, and had other similar household types in the project or neighborhood.

Consequently, each of these major housing developments are being designed to include the amenities and features which would attract these households to the SOM.

The same surveys found that these households were not attracted to the western SOM primarily because of what they perceived as its unappealing mixture of uses, parking congestion, and "dirty" environment.

The SOM west of Sixth Street is a valuable resource of low-income affordable rental housing. The introduction of middle- to upper-income housing in major developments, should this be marketable within the foreseeable future, would make vulnerable the smaller scale, more affordable rental housing. This should be discouraged. New housing west of Sixth Street should provide mixed income tenancies and should provide as much rental housing as is possible and economically feasible. Rental housing appears to be the strongest housing market for the western SOM well into the next decade.

IMPLEMENTING ACTIONS

1. Limit new housing developments of 20 or more units proposed for the area west of the Sixth Street frontage properties to those projects that create substantial (a minimum of 50% of all units) low- and moderate-income rental housing units for a minimum 20 year period.
2. Establish an administrative design review process within the SOM Mixed Use District controls which would authorize the Zoning Administrator to review and approve the tenancy and income mix of new housing or mixed use (commercial/residential) developments of 20 or more units west of Sixth Street to insure that (1) at least 50% of all units are rental housing units, (2) at least 50% of all rental units are rented at rates affordable to low or moderate-income households, using Federal Housing and Urban Development (HUD) income guidelines, and (3) that the rental occupancy status and income affordability levels are maintained for a minimum 20 year period.

POLICY 7

Preserve South Park as a small scale, mixed use neighborhood.

South Park is a very attractive low- to moderate-income affordable mixed use neighborhood. The commercial spaces are occupied by small retail and service businesses and a number of artists, architects and other professionals have established live/work studios in commercial buildings. In addition, a number of residential hotels and apartments are being rehabilitated as low- and moderate-income affordable rental housing. This should continue and when possible, in-fill development should be compatible in scale and mixture of use with the existing neighborhood.

IMPLEMENTION ACTION (see Figure 8)

1. Maintain the present RC-2 use and 50 foot height limit zoning classifications while allowing live/work units as a principal use within the district.



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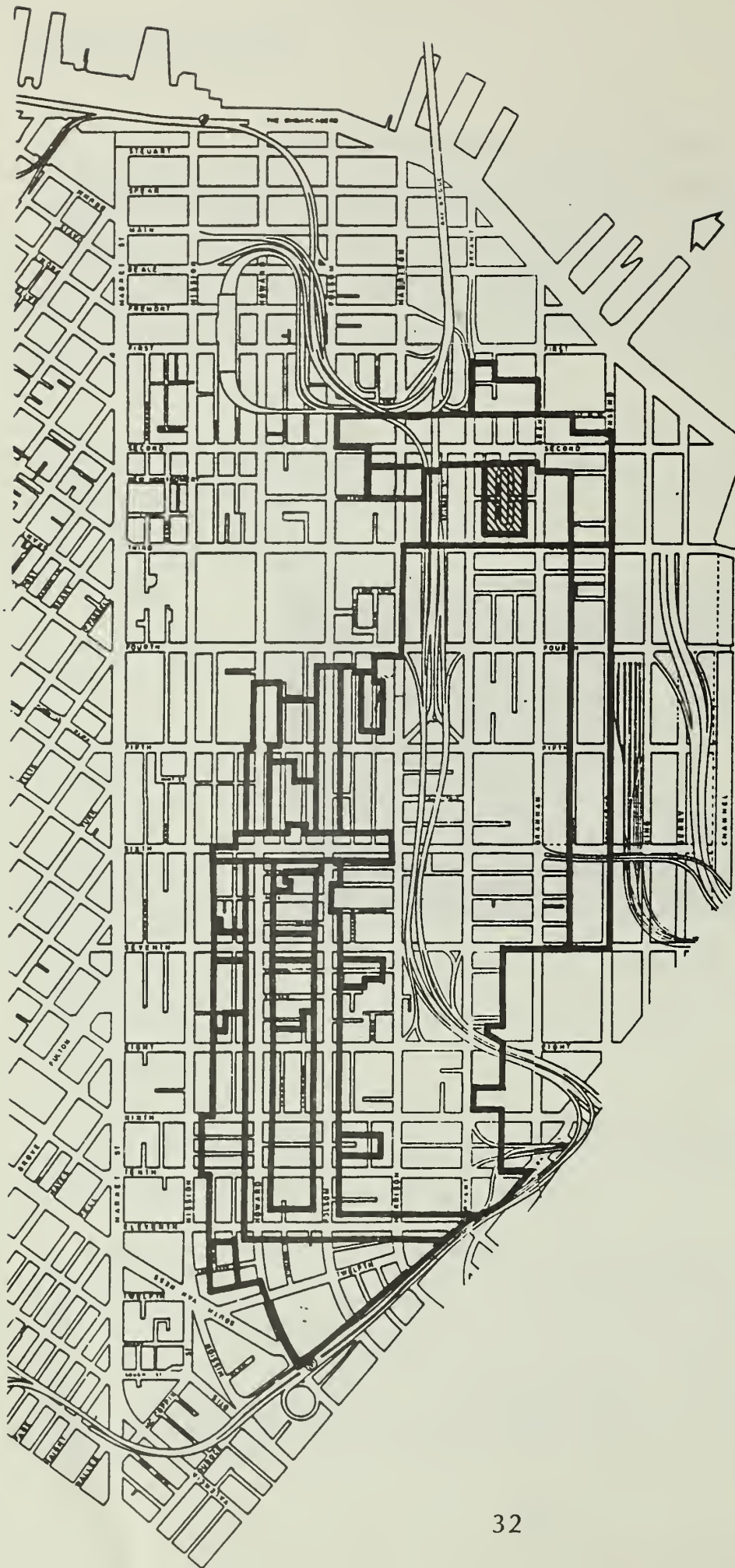


Figure 8

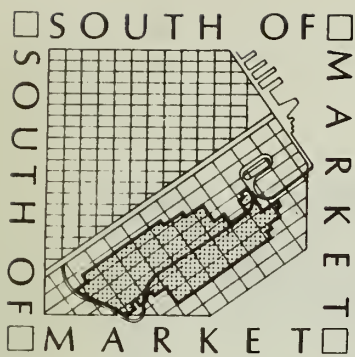
**SOUTH PARK DISTRICT
Schematic Boundary Only**

 **RC-2**
 Residential Above Commercial
 Live/Work Allowed As A Principal Use



SOUTH OF MARKET PLAN

Proposal For Citizen Review June 1985



BUSINESS ACTIVITY

PROTECT EXISTING AND FACILITATE THE EXPANSION OF INDUSTRIAL, ARTISAN, HOME AND BUSINESS SERVICE, AND NEIGHBORHOOD-SERVING RETAIL AND COMMUNITY SERVICE ACTIVITIES.

BACKGROUND

A myriad types and mixtures of business activities are located in the South of Market area. Small, start-up businesses share space with large manufacturers who have been in the area for generations.

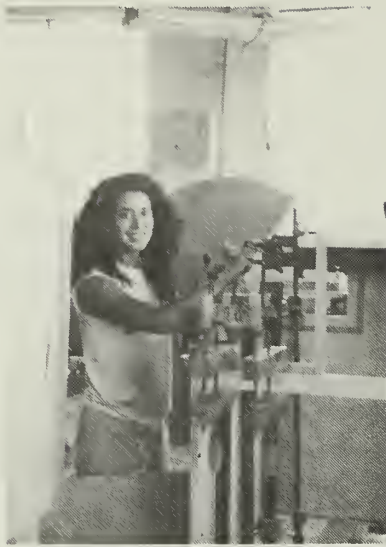
There are over 3,000 businesses located within the industrially-zoned lands south of Folsom Street. Although these businesses are very diverse, many of them do share some similarities. They are generally:

- o small, healthy and expanding businesses with less than 20 employees;
- o service or light industrial businesses;
- o located in spaces of less than 10,000 sq.ft.;
- o "rent sensitive" (cannot afford much higher rents);
- o "location sensitive" (need to be close to their downtown clients, other ancillary businesses in the SOM, or freeway access);
- o stable, having been in the South of Market for 10 or more years; and
- o desirous of staying in the South of Market.

Some small businesses are service businesses, such as architects, engineers, graphic designers or wholesale distributors, which function in office space. These businesses are generally located within the eastern and southern edge of the Special Use District and are relatively new to the SOM, having relocated here from other areas of the City or region within the past three to seven years.

A great many SOM businesses do business with one another -- purchasing materials needed to produce their own goods and services, and hiring local businesses to service their own business management, and building and equipment maintenance needs.

BUSINESS ACTIVITY



S. Montana



S. Montana

Within certain SOM industries, ancillary businesses concentrate and locate in close proximity to one another. Printers, typographers, photographers, film and camera suppliers, graphic artists, and other similar suppliers locate next to one another. Clothing manufacturers locate next to the cutters, wholesale thread outlets, machine repair shops, apparel designers, and wholesale distributors. Some businesses concentrate for the convenience of the customer -- comparison shoppers or patrons who wish to have a choice of facilities within walking distance such as the Ninth Street furniture showrooms, the Folsom Street dance halls, bars and restaurants, the Second and Third Streets clothing outlets, and the Eleventh Street auto repair services.

Many SOM businesses are specialty manufacturer or service activities that serve a broader, citywide and regional market. Some primarily serve the downtown tourist and office industries.

The SOM business community consists primarily of many small businesses that require small, low-cost space in close proximity to the downtown visitor and office industries. However, because of the area's proximity to the downtown business center, a number of older SOM businesses have lost their space to new, higher income-generating and rent-paying businesses. These other businesses include architects, designers, lawyers, wholesale distributors, consultants, wholesale showroom businesses, data processors, and other, "back office" tenants who are attracted to the SOM environment and to the lower office rents than are found in the downtown highrise district. SOM artists, in particular, have lost a significant amount of loft studio "live/work" space to office conversions between 1980 and 1984. It is estimated that, since 1980, about 100 artists have lost live/work space within the SOM.

Between 1970 and 1984, approximately 270,000 gross sq.ft. of industrial space has been converted to office use within the rezoning study area. Because of the inventory of office space in the SOM, average rental rates are considerably higher than in other industrial areas of the city.

Property values for vacant land and industrial buildings are often priced at what is considered to be the "highest and best use" allowed by the district's zoning controls. For parts of the SOM, office use is now considered the "highest and best use" of the area's land and/or building stock. Consequently, under present zoning controls which allow offices, the price of land and existing building space has been inflated such that small service and light industrial businesses find it very difficult to expand or relocate within the SOM.

The competition for space, particularly small space (3,000 to 5,000 sq.ft.), by higher intensity and higher rent-paying uses has endangered the unique fabric and function of parts of the SOM as a convenient, low-cost and reliable service center of business activities which, metaphorically speaking, oils and maintains the machinery that drives the city's major economic and cultural forces. In the industrially-zoned area of the SOM (south of Folsom Street) there are approximately 19 million gross square feet (MSF) of building area, of which 3 MSF is vacant. Much of this vacant space is recently converted office space not yet leased due to the softening of the office market. Of the 16 million occupied square feet, approximately 31% is presently devoted to office activity. Under present zoning controls which allow office use as a principal permitted use in the city's industrial districts, conversions of industrial space to office activity would be expected to continue.



S. Montana



Lawrence Badiner



J. Letelier

BUSINESS ACTIVITY

OBJECTIVE 1

PROTECT EXISTING AND FACILITATE THE EXPANSION OF INDUSTRIAL, ARTISAN, HOME AND BUSINESS SERVICE, AND NEIGHBORHOOD-SERVING RETAIL AND COMMUNITY SERVICE ACTIVITIES.

POLICY 1

Protect existing light industrial and service industry space by concentrating and limiting more lucrative uses to certain specific and discrete subareas within the South of Market.

The South of Market has functioned as a service center and a home to the city's service workers since it was first settled in the late 1840's. Despite the many changes, the South of Market continues to function as an important element in maintaining the health and stability of the city's broader economic base and cultural diversity. Under existing market forces, the unique and delicate fabric and function of the SOM can be expected to change. If, however, more intensive commercial activities and higher rent-paying commercial uses were not allowed within the western SOM, the existing business service and industrial functions and artist community would be able to compete more successfully for available space in the western SOM. Over time, these businesses could expand and new industrial/business service space could be developed on available land.

Office, retail, nighttime entertainment, and wholesale showroom activities are generally more profitable activities than most SOM light industrial and home and business service operations. These activities generally generate more income/sales per square foot of space and can therefore pay higher rents than can industrial or service activities. In addition, office, retail, nighttime entertainment, and wholesale showroom activities attract a clientele and workers that desire and demand very different kind of building spaces, transit services, parking resources, streetscape environments, and retail service activities than are presently found throughout the SOM.

These activities should be located elsewhere in the SOM. Because each of these discrete business activities share similar space needs and require similar support services, concentration helps to develop a "critical mass" or density of similar activities and clientele which makes economically feasible the investment in parking facilities, landscaping and service-oriented retail activities.

IMPLEMENTING ACTIONS

1. Create a South of Market Mixed Use District encompassing most of the present South of Market Industrial and Housing Conservation Special Use District and the adjacent Second Street corridor area to the east. Exclude portions of a five block area in the southwest corner of the SUD but include it in the proposed Showplace Square area Wholesale Trade District (see Figure 7). Within the SOM Mixed Use District, explicit subarea use districts should be established which would accommodate residential, commercial, light industrial/home and business service office and/or mixed use activities. Within the larger South of Market Mixed Use District, certain broad land use

policies and urban design guidelines should apply to all new development. Residential activity, live/work activity, light industrial/home and business service activities, and neighborhood-serving retail and some social service activities, and some general commercial activities should be allowed as a principal use throughout the Mixed Use District, except in some very discrete residential enclaves where only housing should be permitted as a principal use.

Throughout the Mixed Use District, urban design guidelines should be established to preserve solar access to public open space resources, require planting of street trees, preserve identified significant buildings, and insure adherence to architectural design guidelines.

2. Within the South of Market Mixed Use District, establish four discrete commercial and light industrial zoning use district classifications. The four subarea use districts' characteristics are briefly described as follows:

A. Light Industrial/Home and Business Service District (see Figure 9). Building height limits range from 30 to 105 feet with an average 50 foot height limit. Residential space and cultural-arts and social service facilities would be excluded from the FAR limit. Principal uses include dwellings; live/work units; light manufacturing; product assembly and processing; home, business and personal service activities; photographers; film, video and record production and post-production activities; graphic artists; neighborhood-serving retail activity, goods/service distribution with on-site storage/warehousing; auto sales and service; small scale wholesale trade including flower mart activity; general retail and personal service activities including branch banks, restaurants without bars, cultural arts facilities, arts galleries, parking, and community service facilities.

Conditional uses include bars, dance halls, amusement, health or recreation facilities, adult entertainment, private clubs, bath houses, board and care facilities and some social service facilities.

Not permitted as either a principal or conditional use would be large scale heavy manufacturing, large scale wholesale showrooms exclusive of flower mart activities, and office activities not accessory to on-site business activities which are allowed as a principal or conditional use within this district. Office use would include activities which produce a paper product and which function in office space, such as executive management of off-site facilities and activities; sale of business administration, management, analysis or other consulting business support services to other firms; finance, insurance and real estate services exclusive of branch banks and automatic teller machines (ATMs); data processing; architects; engineers; lawyers; doctors; dentists; accountants; interior designers; other consultants; wholesale brokers where no goods are stored and distributed; leasing and purchasing agents; clerical workers; computer program design services; and the like.

For permitted business activities which have large client-contact space requirements, accessory office space and client meeting space combined may represent up to 50% of the total floor area occupied by the principal permitted business activity.

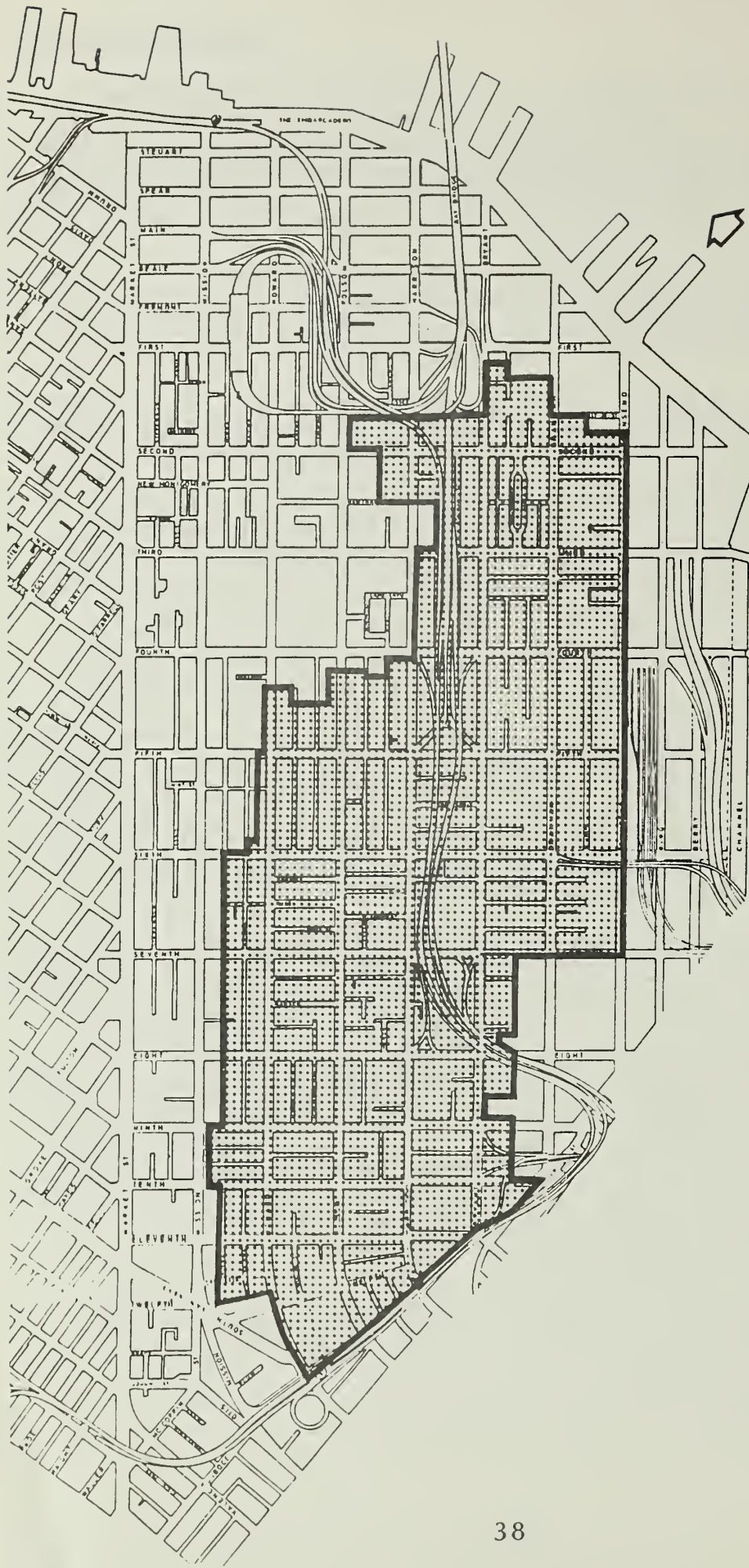
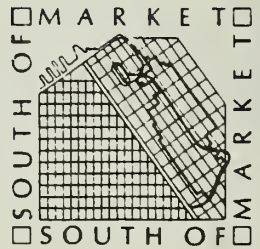


Figure 9

**PROPOSED SOUTH OF MARKET
LIGHT INDUSTRIAL/HOME AND
BUSINESS SERVICE DISTRICT**
Schematic Boundary Only

Housing Allowed Above Commercial FAR



SOUTH OF MARKET PLAN

B. Nighttime Entertainment District (see Figure 10). Bars, dance halls, restaurants with bars, live entertainment/cabaret, cultural arts performing halls, and other cultural-arts related entertainment and/or public assembly activities are permitted as a principal use, as well as any use permitted as a principal use in the Light Industrial/Home and Business Service District. Building height limits range from 50 to 105 feet with an average 50 foot height limit. Residential space and cultural arts and human service facilities are excluded from the FAR limit.

Conditional uses include amusement, health or recreation facilities, adult entertainment, bath houses, board and care facilities, and some human service facilities.

Uses not permitted include those not permitted in the Light Industrial/Home and Business Service District.

C. Second Street Corridor Office District (see Figure 11). Offices are permitted as a principal use as well as any use permitted as a principal use in the Light Industrial/Home and Business Service District and the Nighttime Entertainment District. 50 foot height limit. Residential space and cultural arts and human service facilities are excluded from the FAR limit. Publicly accessible open space is required for office development and may be provided off-site.

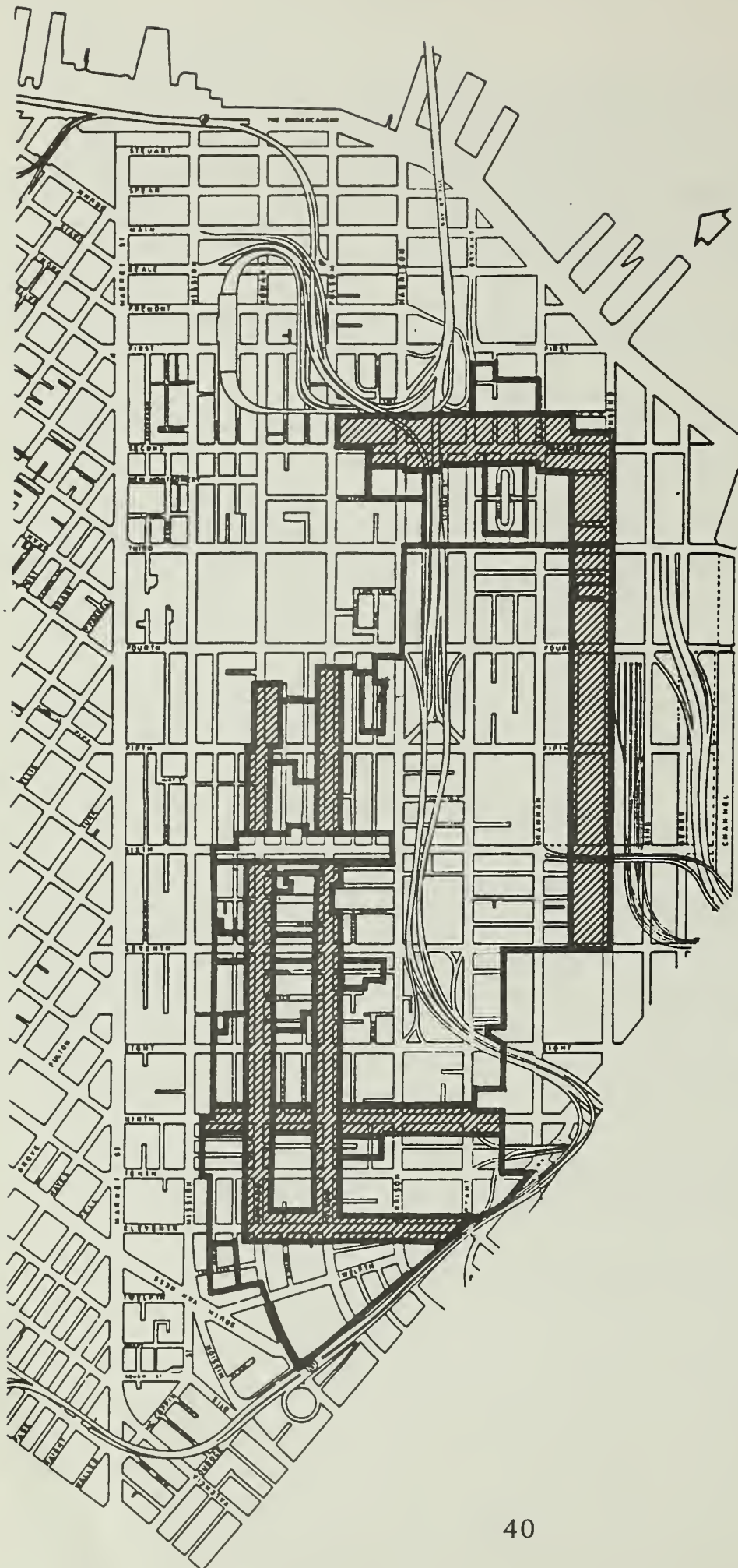
Conditional uses include amusement, health or recreation facilities, adult entertainment, bath houses, board and care facilities, and some human service facilities.

Uses not permitted include large scale wholesale showrooms and large scale heavy manufacturing.

D. Townsend Street Corridor Office District (see Figure 12). Offices, wholesale showrooms and those activities permitted as a principal use in the Second Street Corridor Office District and the Light Industrial/Home and Business Service District are permitted as a principal use; uses permitted in the Nighttime Entertainment District are allowed along Townsend Street as a principal or conditional use. Height limits range from 65 feet along Townsend to 50 feet along Bluxome and Brannan Streets. Residential space and cultural arts and human service facilities are excluded from the FAR limit. Publicly accessible open space is required for office development and may be provided off-site.

Conditional uses include amusement, health or recreation facilities, adult entertainment, bath houses, board and care facilities, and some community service facilities.

Uses not permitted include large scale wholesale showrooms and large scale heavy manufacturing.



PROPOSED NIGHT TIME ENTERTAINMENT DISTRICTS
Schematic Boundary Only

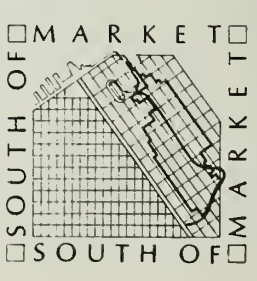
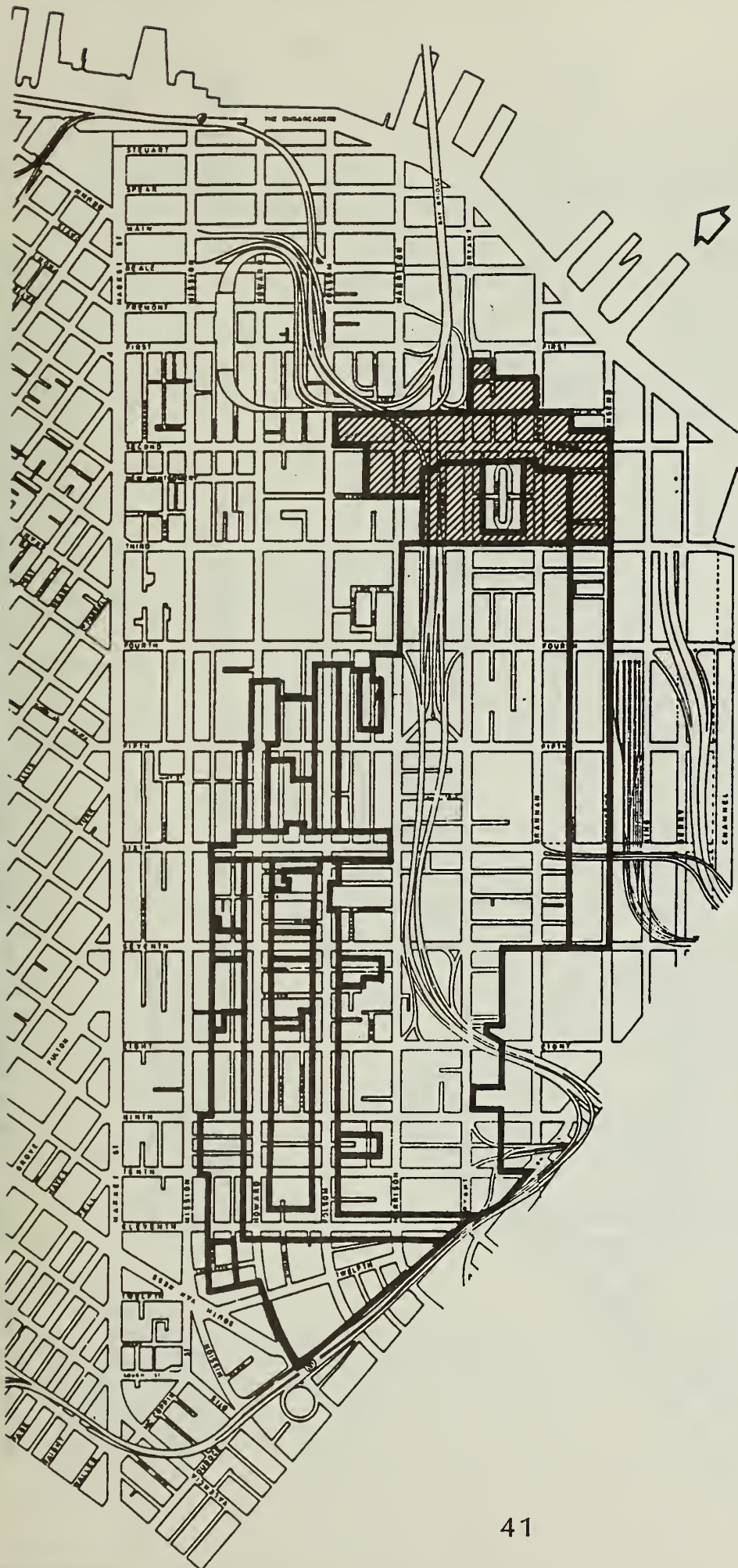


Figure 10

SOUTH OF MARKET PLAN

Proposal For Citizen Review June 1985



**PROPOSED SECOND STREET
CORRIDOR OFFICE DISTRICT**
Schematic Boundary Only



Figure 11

SOUTH OF MARKET PLAN

Proposal For Citizen Review June 1985

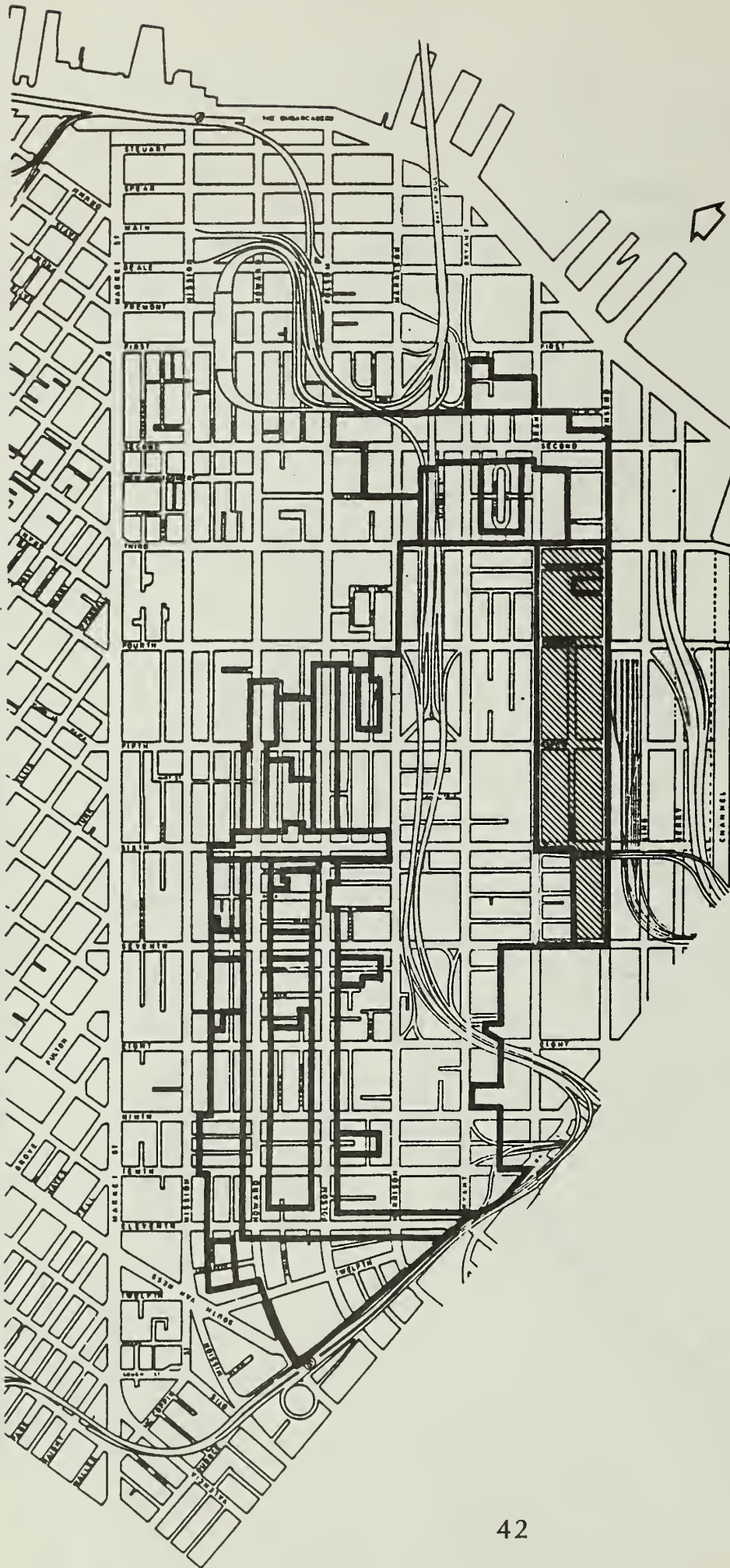


Figure 12

**PROPOSED TOWNSEND STREET CORRIDOR
OFFICE DISTRICT
Schematic Boundary Only**



POLICY 2

Provide sufficient land and building area to accommodate the growth and expansion of light industrial, artisan, home and business service, and neighborhood-serving retail activities and, where appropriate, small, low rent-paying office activities.

Existing SOM businesses are characteristically small space users. New commercial or industrial space designed to their desired specifications would prototypically be in a one-and-a-half to two story concrete or masonry structure with a freight door, and on-site parking for service vehicles and employee vehicles. Some businesses would also provide on-site customer parking.

The average Floor Area Ratio for all development within the industrially-zoned areas of the SOM is 2.5. Average existing building heights range from 20 to 50 feet. If the approximately 155 acres of undeveloped or underdeveloped land within the SOM were developed at an average 2.5 FAR and within a 50 foot height limit, more than enough space would be available for commercial, industrial and home and business service activities to meet the anticipated growth of these industries in the foreseeable future.

IMPLEMENTING ACTION

1. Establish Floor Area Ratio (FAR) limits controlling commercial and industrial densities for each subarea use district.

The FAR limits should be:

<u>District</u>	<u>Proposed FAR Limit</u>
Light Industrial/Home and Business Service District	2.5
Nighttime Entertainment District	2.5
Second Street Corridor Office District	2.5
Townsend Street Corridor Office District	
- Townsend Street frontage properties	4
- Brannan Street frontage properties	2.5
Residential Hotel District	1
Residential Enclave District	N/A

POLICY 3

Promote the availability of "live/work" loft studio space in the South of Market for individuals who wish to combine living and work spaces in commercial/industrial buildings.

See page 17 for a discussion of live/work space in the South of Market.

BUSINESS ACTIVITY

IMPLEMENTATION ACTIONS

1. Amend the City Planning Code to establish "live/work" units in commercial/industrial buildings as a principal permitted use in the South of Market Mixed Use District.

Residential use in "live/work" units in commercial/industrial buildings would be a principal permitted use in the South of Market Mixed Use District when the occupancy of such live/work units meets all applicable provisions of the Building and Housing Code and when all applicable live/work occupancy permits are secured. A "live/work" unit shall be defined as a living space (residential use) combined with work space (commercial or light industrial use) within a physically separated part of an industrial, commercial or mixed use building. The "work" activity would have to reflect the types of uses which are allowed as a principal permitted use within the applicable subarea use district and would include such activities as painting, welding, dance, music, sculpting, photography, writing, product design and assembly or manufacturing, and any other cultural arts-related visual or performance art form production/rehearsal activity, exclusive of office activity within the Light Industrial/Home and Business Service and Nighttime Entertainment Districts.

Live/work units created within the building envelope of an existing commercial/industrial building and within the base Floor Area Ratio (FAR) limitation of any new commercial/industrial or mixed use development would be considered a commercial tenancy or occupancy.

Live/work units may be added to an existing commercial or industrial building, above the existing building envelope and newly established FAR limit yet within the maximum building envelope established by subarea height, setback, open space, parking, solar access and other urban design controls. In this case, the live/work unit would be considered a residential occupancy and could not be converted to a wholly commercial use.

Anyone who wishes to live in a live/work unit and secure all required occupancy permits would be allowed to do so, as long as the "work" activity were limited to those uses allowed as a principal use within the applicable subarea use district.

Live/work units would be permitted in existing (non-complying) commercial buildings within the Residential Enclave Districts of the South of Market as a non-conforming use. In this case, the live/work unit would be considered a residential occupancy. Space vacated by a live/work tenant from the non-conforming use building would have to remain in live/work use or become wholly residential.

2. Within the SOM Mixed Use District, establish a usable open space standard for live/work occupancies.

Usable open space would be required for live/work units in existing commercial/industrial buildings or new mixed use developments at the ratio of 100 square feet of usable open space for each live/work unit. When appropriate, podium or rooftop open space, or a lobby/gallery or recreation room may fulfill this open space requirement. Where building design

constraints make infeasible the provision of this open space, the Zoning Administrator may relieve the tenant/property owner of this requirement through an administrative review process with provisions for an appeal to the Board of Permit Appeals.

In existing commercial/industrial buildings where live/work units are created, there would be no rear yard requirement. In new construction, common unenclosed open space areas should be provided as a rear yard, rooftop or podium-level deck or yard or elsewhere on the lot or within the development where it is clearly accessible to the live/work tenants.

3. Establish as a parking standard, one parking space per 1500 sq.ft. of live/work space per building or one space per live/work unit, whichever is least restrictive.

On-site tandem parking should be allowed as-of-right for live/work tenants. Shared parking or joint use of off-street parking spaces may be allowed for live/work and gallery or performing art spaces located within a single building or lot, pursuant to Section 160 of the City Planning Code. Where building design constraints make infeasible the provision of on-site parking spaces, the Zoning Administrator may allow, through an administrative review process, the provision of an appropriate number of independently-accessible off-street parking spaces within 1,000 feet walking distance from the site for the term of the live/work use. Credit for existing deficiencies in on-site parking spaces could be carried over pursuant to Section 150(c) of the City Planning Code.

POLICY 4

Encourage the development of new mixed use projects incorporating live/work units, cultural arts-related performance halls, galleries, and artist-oriented restaurants and other retail and service activities throughout the SOM Mixed Use District, exclusive of the Residential Enclave Districts.

Although the SOM is home to a great many creative and productive artists, many of the artists are quite inventive and oftentimes represent the new wave or vanguard of popular, marketable art forms. As such, they are not well known or well supported by the city's or region's art patrons. Nonetheless, they do contribute to the city's rich cultural diversity and do create new technologies which stabilize the city's overall economy. The SOM artist's not-so-profitable performance and gallery spaces should be supported by ancilliary yet profitable performance, gallery and retail activities within mixed use developments. Artist or cultural arts-related revenue-generating activities coupled with the generally not-profitable live/work space and performing space should be encouraged.

IMPLEMENTING ACTIONS

1. Mixed use projects incorporating live/work units, cultural arts-related performance halls, galleries, artist-oriented restaurants and cafes, and other cultural arts-related service and retail activities would be permitted as a principal use within the SOM Mixed Use District, exclusive of the Residential Enclave Districts. Artist or cultural arts-related revenue-generating activities combined with the generally not-profitable live/work space and performing space would be encouraged.

BUSINESS ACTIVITY

Artist-related gallery/display and performance/public assembly spaces would not count against FAR limits. These spaces, to the extent provided above the FAR limit, would be required to remain in arts and cultural arts-related uses. Revenue-generating cultural arts-related activities would be allowed in the FAR exceeding gallery and/or performance space so long as these spaces are operated by arts-related non-profit corporations and are also regularly provided free of charge to local artists, particularly SOM artists.

2. For mixed use developments with live/work space combined with evening performing space and other art-related activity, required parking may be shared with day and nighttime uses, pursuant to Article 1.5, Section 160 of the City Planning Code. Valet parking of off-street parking spaces would be allowed as of right. In addition, the Zoning Administrator, through an administrative review process with appeal provisions to the Board of Permit Appeals, may allow relief from off-street parking requirements for evening activities where nearby on-street or off-street parking resources may be used by project patrons. Off-street parking for evening or off-peak hour cultural arts-related assembly, gallery space, restaurant/cafe, bar, cabaret and other cultural arts-related retail activities located within a mixed use live/work development, whether new construction or conversion of an existing building use, would be allowed to be reduced or relieved by the Zoning Administrator through an administrative review procedure. On-street parking resources would be allowed to fulfill parking demand for such projects when the parking demand for the proposed use can be accommodated by vacancies in the area's on-street parking resources during evening hours.

POLICY 5

Allow existing businesses, which would not be allowed if they were new, to remain in their present location and space but not to expand or intensify their non-conforming use.

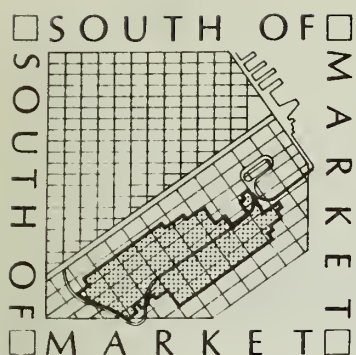
The SOM business community is very diverse. Although some businesses seem to consciously concentrate and locate into ancillary service clusters, most seem to locate wherever they can find small, affordable, ground floor space. Consequently, the oddest assortment of businesses share space or are neighbors. It is not uncommon to find artists, metal fabricators, bakeries, wholesale beauty suppliers, musical instrument repair shops, and restaurants sharing the same building space. Neon artists, food processing operations, pawn shops, tourist hotels, auto repair shops, and jazz, new wave and gay western and "leather" clubs are oftentimes neighbors on the same block.

Over time, a more coherent land use pattern will evolve through attrition, particularly in areas where a concentration of similar activities makes it possible and/or more efficient to do business. New zoning controls should redirect certain activities to specific SOM use districts as these business activities expand and look for new space in the SOM. However, there is no need to force such redirection as long as these non-conforming uses wish to remain in their present location. Therefore, the City should facilitate the preservation of these activities in their present location by allowing them to remain in their present space and location.

IMPLEMENTING ACTION

1. Any existing business activity which, upon adoption of the Mixed Use District controls, is no longer permitted as either a principal or conditional use in the district within which it lies would become a non-conforming use. Such a business would be allowed to remain in its present space, without a termination date. The business could not expand or intensify its activities at this location. Should the non-conforming use tenant vacate the space, the space would have to be occupied by the same use or by an activity permitted as a principal use or, with the authorization of the City Planning Commission, an activity permitted as a conditional use within the applicable subarea district.

In Residential Enclave use districts where existing commercial buildings are located and would become non-complying structures occupied by non-conforming uses, space vacated by a non-conforming use could be converted as of right to residential or live/work use subject to the density, parking and open space requirements established for live/work use. The space could also be converted, under conditional use authorization, to other uses permitted in the Light Industrial/Home and Business Service use district if the Commission finds the use compatible with surrounding residential uses. Under no circumstances could the total building area of the non-complying building or non-conforming use be enlarged or expanded. The construction of living space lofts or mezzanines within individual live/work units would not be considered an expansion of a non-conforming use within non-complying structures.



TRANSPORTATION

PROVIDE ADEQUATE TRANSPORTATION SERVICES TO MAINTAIN THE ECONOMIC VITALITY OF THE SOUTH OF MARKET, TO IMPROVE THE LIVABILITY OF THE AREA FOR RESIDENTS, WORKERS AND VISITORS, AND TO MAINTAIN THE SOUTH OF MARKET AS A REGIONAL TRANSPORTATION CENTER.

BACKGROUND

The SOM includes a wide variety of land uses and business activities ranging from low-intensity storage and warehousing to high intensity office and retail uses. The transportation needs and impacts of these land uses are varied. Some businesses maintain primarily regional markets and rely heavily on the regional transport system to move goods. Many other businesses provide services to the downtown core and are more reliant upon the local street system. The SOM as a whole is well served by major transportation facilities. Freeways, rail tracks, maritime facilities, regional mass transit facilities, and local transit service are located within and along the periphery of the SOM. However, for reasons discussed below, levels of service, particularly for transit, are not consistent throughout SOM. For example, the area between Second and Fourth Streets has considerably better transit service than the areas west of Fourth Street.

Major streets of the SOM are generally wide (82 feet) and were designed to carry heavy truck traffic associated with the area's industrial activity. The street system is adequate for local travel demand. Daily traffic on streets south of Mission generally flows freely in the non-peak period. In the peak evening commute period, cumulative travel demands from both the SOM and the greater downtown core exceed the capacity of certain street intersections and freeway on-ramps within the SOM.

Traffic speeds along the narrow side streets are generally slow due to difficulty in maneuvering around parked cars and delivery trucks and stacked goods. These side streets can be hazardous when the general clutter of parked vehicles, dumpsters and stacked pallets of delivery goods on both the street and sidewalks reduce the motorist's line of sight and force the pedestrian to walk within the street space to get by. This creates potential vehicle and pedestrian conflicts. SOM major streets can be dangerous in this way where mid-block commercial buildings have curb cuts and freight loading bays and service vehicles and delivery trucks parked within the sidewalk space force pedestrians to enter the street space to get by.

TRANSPORTATION



S. Montana



S. Montana

Most of the commercial buildings in the SOM were built in the early 1900's and were designed to accommodate low intensity industrial activity (few employees per building). Most of the residential buildings were built in the early 1900s and were designed as four to six unit flats and family-sized apartments. At that time, employees did not drive to work and residents did not own cars. Consequently, most buildings were constructed with full lot coverage and without on-site parking. Freight loading docks were provided along the street frontage property line; streets were wide, cars were few and on-street freight loading activity did not pose a major inconvenience for local travel.

Over the years the nature of the SOM business activities have changed substantially. During and after World War II, many of the heavy industrial businesses relocated out of the SOM to larger, more efficient spaces and were replaced by smaller, more intensive commercial and light industrial activities. After the War, many of the larger flats and apartments were cut up into smaller units to accommodate the returning soldiers and merchant marines. The intensification of commercial activity and increased resident population, coinciding with a growing dependency upon auto rather than transit travel, resulted in a substantial increase in traffic and parking demand generated by SOM businesses and residents. In addition to increased local travel, the proximity of the area to the financial district results in some downtown commuters parking in the South of Market. Consequently, adequate on-street parking is not readily available in much of the SOM, as evidenced by field observations and survey responses of employers, employees and residents in the SOM. Residents, downtown and SOM employees, and service and delivery vehicles compete for limited on-street parking spaces. This is particularly problematic in many of the side streets throughout the SOM.



S. Montana



S. Montana

TRANSPORTATION

Long-term off-street parking is more available in the SOM than in the downtown. A 1982 survey of employees working south of Folsom Street indicated that those who drove to work parked within two blocks of their workplace and parked for an average cost of \$2. Off-street parking in the SOM is less expensive and more readily available as one heads south and west from Second and Howard Streets.

Transport systems of the SOM are inexorably linked to those of the downtown core as the downtown is the location of the large majority of city workers. Much of the travel in and through the SOM is related to trips whose ultimate destination is the downtown core. Many of the long-term parking facilities in the eastern portion of the rezoning area, for example, is used by commuters to the downtown. Transit service in the SOM is primarily oriented towards serving the downtown as evidenced by the limited amount of east-west MUNI service in the SOM and the relatively high number of express lines with few stops which pass through the SOM. Similarly, transportation problems within the SOM tend to be downtown-related. The local street system is generally adequate except during the afternoon rush hours where there is congestion at many freeway ramps in the SOM caused by trips originating in the downtown office core.

Any proposals to insure the long-term viability of transportation systems in the SOM must simultaneously address traffic and transit system problems associated with travel generated by the downtown. Because of this interrelationship, several of the policy recommendations of the Downtown Plan are applicable to the SOM and have been reiterated in this document. Where that occurs, the proposed SOM Plan Policy or Objective is followed by the following reference to the Downtown Plan (DTP) and page number of the DTP where the policy is stated (DTP, page #).

OBJECTIVE 1

DEVELOP TRANSIT AS THE PRIMARY MODE OF TRAVEL TO AND FROM OTHER PARTS OF THE CITY AND REGION.

The City has had an officially adopted "transit first" policy since 1973. It is recognized that continued growth in the Downtown and SOM cannot be accommodated by private automobile. The Bay Bridge and Highway 101 are at capacity in the peak period, while the Golden Gate Bridge and I-280 are approaching capacity. Further increases in street traffic would only serve to exacerbate existing congested conditions at many freeway ramps and nearby intersections and would further block local street traffic and transit vehicles.

POLICY 1

Expand local transit lines linking the South of Market to all regional transit facilities and to the rest of the city.

Most existing transit service in the South of Market is designed to provide access through the SOM to and from the downtown area (the source of the majority of peak travel demand). There is a need for improved transit service and access from the South of Market to other local and regional transit facilities. This is particularly true in the area west of Fourth Street and south of Mission Street.

TRANSPORTATION

IMPLEMENTING ACTIONS (see Figure 13)

1. Construct the MUNI-Metro extension to Mission Bay and possibly Showplace Square.

MUNI-Metro should be extended to connect with Caltrain/SP service and to Mission Bay. Consideration should be given to a further extension to Showplace Square. Direct transit service is necessary from these developing commercial and commercial/residential areas to the downtown and other South of Market areas.

2. Examine a possible extension of MUNI-Metro to the Van Ness/Civic Center area from the proposed Showplace extension.

Extension of MUNI-Metro to the Van Ness/Civic Center area would further expand one-transfer access from portions of the SOM to MUNI trunkline service on and near Market Street and would provide better service between Civic Center and the Showplace Square area. It should be studied.

3. Examine possible new local transit lines in the north-south direction between Fifth and Eighth Streets.

The South of Market area west of Fourth Street has the most limited transit service of the greater downtown. New north-south transit lines between Fifth and Eighth Street would greatly enhance transit travel opportunities for residents and employees in the core of the western SOM.

4. Increase service frequencies of all MUNI lines to the South of Market area, especially in the morning, evening and nighttime commute peak periods of SOM workers.

In order to encourage an increasing use of transit by South of Market employees and a shift away from automobile travel, MUNI frequencies should be increased for all South of Market-serving lines, particularly during the commute peak periods of SOM workers.

OBJECTIVE 2

MINIMIZE THE IMPACT OF AUTO TRAFFIC THROUGH AND TO/FROM THE SOUTH OF MARKET ON THE LIVABILITY OF THE AREA.

Increasing automobile traffic results in more environmental harm and greater inconvenience. A basic premise of the Transportation Element of the Master Plan is that a desirable living and working environment and a prosperous business environment cannot be maintained if traffic levels continue to increase without limits. Various methods should be used to control and reshape the effect of automobiles on the city, and to promote other means of transportation to improve the environment.

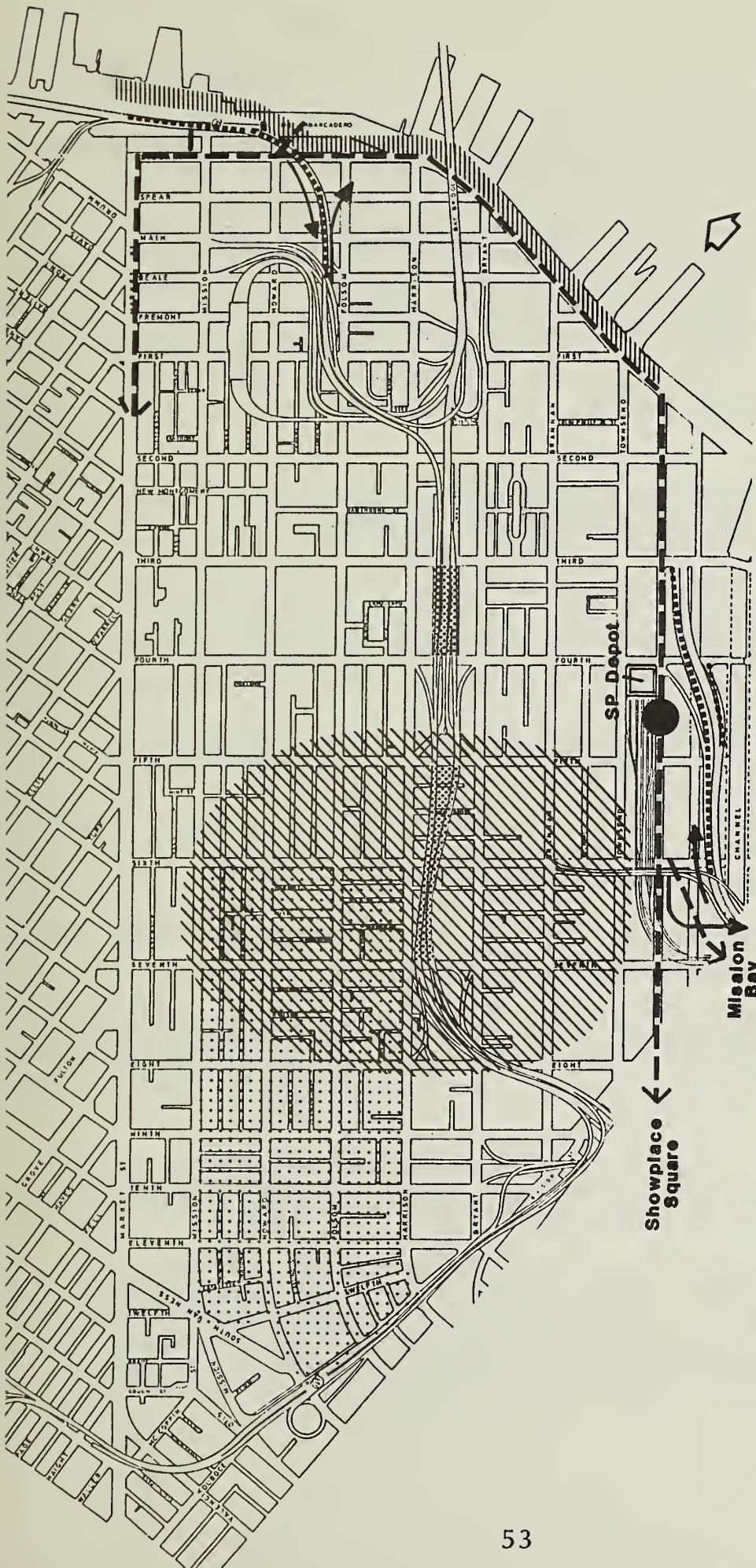


Figure 13

PROPOSED TRANSPORTATION IMPROVEMENTS

- Schematic Boundary Only
- Muni Metro/E-Line
- Muni-Metro / E-Line Terminal (Surface)
- Freeway Removal
- ▨ 4 to 5 Lane Embarcadero Roadway
- ▧ Replacement Commuter
- ▩ Preferential Parking
- New On/Off Ramp
- ▨ Improved Transit Service
- ▨ Pedestrian Network See Figure 19



SOUTH OF MARKET PLAN

Proposal For Citizen Review June 1985

TRANSPORTATION

POLICY 1

Do not increase (and where possible reduce) the existing automobile capacity of the bridges, highways and freeways entering the City (DTP, 108).

The established policy of limiting access into and through the city by automobiles should be maintained. This policy works in conjunction with policies calling for increasing transit for commuters to San Francisco. More vehicular access into the City conflicts with environmental objectives, overloads the city street system, and jeopardizes the city's commitment to mass transit. This policy allows for the introduction of exclusive bus lanes on bridges, highways, and freeways where these lanes are compatible with transit systems and where they will help provide better service.

IMPLEMENTING ACTIONS

1. Remove the Embarcadero Freeway from Beale Street to Broadway and reconstruct the Embarcadero surface roadway (DTP, 108).

The elevated portion between Beale and Broadway should be removed and replaced by an exiting ramp eastbound at Spear Street on Folsom Street and an on-ramp extending from the intersection of Howard Street and the Embarcadero.

2. Remove the stub-end of the I-280 freeway to Sixth Street (DTP, 108).

The stub end of I-280 should be removed as far as Sixth Street and should be replaced by ramps and surface streets connected to the reconstructed Embarcadero roadway.

POLICY 2

Provide incentives for the use of transit, carpools and vanpools, and reduce the dependence on automobile parking facilities (DTP, 108).

The alternatives to expanding automobile facilities are to make existing facilities serve more people and to use other ways of getting people to their destination. Single-occupancy automobile use is incompatible with the need to conserve energy and land, the need to reduce congestion on thoroughfares, and the need to reduce auto emissions.

Actions that make transit more convenient, economical and reliable should remain a high priority for San Francisco. Carpooling should be encouraged for those work trips which cannot be made conveniently by transit.

Employers should be encouraged to provide incentives for transit use and carpooling by employees. A transit subsidy, such as the provision of a transit "fast-pass," could be an alternative to the provision of free employee parking. Where an employer already has parking spaces available for employees, these spaces should be reserved for those drivers who carpool.

IMPLEMENTING ACTIONS

1. Require transportation brokers to be employed by each major new development or by groups of smaller projects (DTP, 109).

The function of transportation brokers would be to promote and coordinate the use of carpools and vanpools by project and other SOM employees, manage project-related preferential parking rates and spaces for carpools and vanpools, organize "commuter club" bus routes, develop and coordinate employer-subsidized transit pass sales, distribute transit and car/vanpool schedules and information, and assist employers with programs to implement and manage flextime.

2. Provide preferential parking spaces and rates for carpools and vanpools (DTP, 109).

More Caltrans lots should be developed to provide preferential spaces and rates for vanpools. Similarly, where parking spaces are provided in new development, such preferential parking rates and spaces should be established.

POLICY 3

Construct in the South of Market new long-term parking garages to serve the downtown only as needed to replace the loss of long-term parking in the downtown core.

While the City maintains the policy of discouraging the addition of new long-term parking spaces in and around the downtown, it may be necessary and appropriate to replace lost commuter parking resources in areas which are well served by transit to and from the downtown core. Again, these spaces should replace, not add to the long-term parking supply in order to prevent unacceptable congestion, and should be provided in garages, not on lots.

IMPLEMENTING ACTIONS

1. Zone land under the elevated freeways exclusively for parking use.
2. Construct a long-term parking garage under the elevated freeway in the area bounded by Third and Fourth Streets and Harrison and Bryant Streets as needed to replace displaced parking.

POLICY 4

Provide adequate parking and loading resources for existing and new South of Market residential and business development.

The lack of parking resources near businesses and housing has been cited as a major problem by SOM residents and employers. Most businesses and residential units were constructed when there was no requirement and little demand for parking space. Through the years, there has developed a deficiency in supply and a high demand for parking at existing curb space. This problem is aggravated by limited enforcement of short-term parking controls which results in curb space on major streets and side streets being used for long-term parking by commuters and residents.

TRANSPORTATION

Similarly, many businesses pre-date the requirement and need for off-street freight loading space. Thus delivery vehicles compete with automobiles for existing on-street, curbside parking space and frequently double-park during loading and unloading activity. Such freight loading activities frequently limit vehicle movements on side streets and create potential vehicle-pedestrian conflicts on both side streets and major streets when delivery vehicles or stacked goods force pedestrians off the sidewalk and into the street space.

Since the problem is an existing one, planning policies for the SOM must address the more efficient allocation and management of existing, limited parking resources as well as adequate provision of parking and loading spaces in new development.

IMPLEMENTING ACTIONS

1. Set parking rates to favor short-term parking.

Consistent with the City's "transit first" policy, long-term commuter parking should be discouraged. SOM commuter parking demand can be diminished over time by increasing use of transit and ridesharing. However, convenient alternative means of travel to and throughout the SOM are generally not available for mid-day business travel. Parking rates should be designed to meet short-term business travel demand, and local long-term (not commuter parking) demand.

2. Establish a preferential parking program for South of Market residents within the side streets bounded by Mission and Harrison Streets and Sixth and Division Streets.

South of Market residents should not be forced to compete with area employees for on-street parking space. Residents have recently requested the Department of Public Works to consider creating a preferential parking program in the SOM to facilitate access to legal long-term on-street parking within the residential side streets by area residents. The residential parking permits would allow residents to park on the side streets all day without time restrictions, while others can only use the spaces short-term and within a specified time period. Effective implementation of a parking permit program would require increased enforcement of parking controls throughout the area.

3. Require new residential, commercial, and industrial or mixed use developments to provide adequate off-street parking and freight loading resources, while encouraging transit use by residents and workers whose homes and businesses are within walking distance from major transit corridors such as Market and Mission Streets.

New development should not exacerbate existing parking congestion. New residential development should provide off-street parking resources as necessary to accommodate the anticipated demand by prospective residents. Where possible, residential parking should be minimized as a means of encouraging transit use by residents and reducing per-unit development costs and rental rates for new housing. Throughout the SOM, new commercial, industrial or mixed use developments should provide off-street freight loading spaces as described in Article 1.5, Section 152 of the City Planning Code as amended by the Downtown Plan and SOM Mixed Use District zoning controls. Commercial, industrial, live/work or mixed use activities (new or conversions) north of Folsom Street, inclusive of Folsom Street frontage properties, should be exempt from off-street parking requirements, with the exception of dwelling units where a requirement is specified.

Given the planned extension of MUNI Metro to the Caltrain station, and potentially beyond, and the relative ease of expanding transit service along Second Street, the parking requirement for office use in the Second and Townsend Street Corridor office districts should be 1 parking space for each 750 square feet of office space.

4. Construct new long-term parking garages to serve South of Market workers only as needed to replace the loss of long-term parking in the residential side streets as residential parking is facilitated through parking permits, and along major thoroughfares as curbside freight loading parking is increased.

Some SOM commuting workers may not be able to divert to public transit and, if preferential parking were instituted, would no longer be able to park within the residential side streets. In addition, an increase in on-street, curbside freight loading spaces along the major thoroughfares may further reduce some existing long-term parking resources. If deemed necessary for the continued viability of SOM business activity, SOM worker long-term parking resources displaced by these other parking solutions may be replaced by construction of parking garages under the elevated freeway between Fifth and Seventh Streets and Harrison and Bryant Streets. These replacement spaces should be provided in garages, not on lots.

5. Encourage private sector development of joint or congregate parking structures to meet off-street parking requirements of new development that would otherwise be provided on-site. Development of joint parking structures can achieve a better allocation of space available in the SOM and can reduce curb cuts and thereby better control potential conflicts between autos and pedestrians, transit, and/or delivery/service vehicles.

POLICY 5

Provide an adequate amount of on-street curbside freight loading spaces throughout the South of Market.

A significant share of deliveries to South-of-Market businesses is performed within the street space. Where curbside freight loading space is not available, delivery vehicles double-park, blocking major thoroughfare and side-street traffic and creating potential hazards for pedestrians and automobiles. Along Folsom, Harrison and Bryant Streets and where appropriate along the side streets, adequate curbside freight loading zones should be established and enforced.

IMPLEMENTING ACTION

1. Evaluate the existing on-street curb-designation for delivery vehicles and improve daytime enforcement to increase turnover. Where necessary, increase curbside freight loading spaces.

As discussed above, inadequate provision of freight loading space creates several concurrent transportation and safety problems. Increasing curb-designations for loading at appropriate locations should be given priority over short-term, daytime business parking spaces. However, during evenings and week-ends, curbside freight loading spaces should be made available for visitor and customer parking.

TRANSPORTATION

OBJECTIVE 3

MAINTAIN AND ENSURE THE AVAILABILITY OF RAIL FREIGHT SERVICE TO THE PORT OF SAN FRANCISCO AND TO EXISTING SOUTH OF MARKET RAIL USERS.

POLICY 1

Establish a rail service program which would assure the accessibility of rail tracks and rail service to existing South of Market rail users and the Port of San Francisco.

IMPLEMENTING ACTION

1. Working with local rail carriers, the Port, and other city and state agencies, develop a rail service program for San Francisco. Identify which rail tracks should be abandoned and develop a program for removal of these tracks and transference of legal ownership of the rail rights-of-way to the City and County of San Francisco.

POLICY 2

Where rail tracks would no longer be needed, convert abandoned rail rights-of-way to a safe and attractive pedestrian way.

IMPLEMENTING ACTIONS

1. Develop an urban design and landscape plan and implementation program which would transform the abandoned rail rights-of-ways along Townsend, Bluxome, Ritch, and Second Streets into a safe, convenient and attractive pedestrian circulation and open space network.
2. When and where appropriate, allow low-intensity, small scale, and compatible pedestrian-oriented retail convenience activities, such as outdoor cafes, flower stands, beverage stands, to lease space within the newly created pedestrian pathway along Bluxome and Ritch Streets as a means of increasing the safety, security, interest and convenience for its users.



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OBJECTIVE 4

IMPROVE THE SOUTH OF MARKET PEDESTRIAN CIRCULATION SYSTEM TO PROVIDE FOR SAFE, COMFORTABLE, AND CONVENIENT MOVEMENT.

South of Market sidewalks are frequently blocked by parked vehicles, stacked delivery goods, garbage bins, and piles of discarded trash. Pedestrians are often forced by these obstacles to use the street space for travel. This is especially dangerous along the higher speed thoroughfares where double-parked vehicles further reduce the line-of-sight of passing motorists and force pedestrians further into the street space to pass by the sidewalk obstructions.

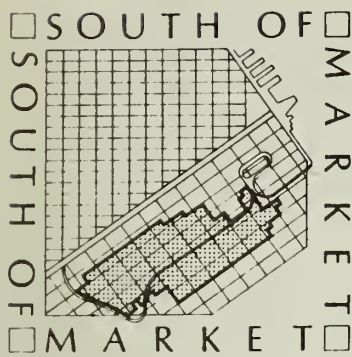
The SOM is home to a significant number of children and senior citizens who are particularly vulnerable to potential safety hazards and are inconvenienced by the lack of effective pedestrian circulation space. In an area as deficient in private and public open space as the SOM is, the sidewalk space is especially important as a means of experiencing a sense of open space, of enjoying sunlight exposure, of sitting, relaxing and people-watching, and as a play area for small children.

POLICY 1

Restore sidewalks as pedestrian circulation spaces and establish a pedestrian network to improve the safety and convenience of pedestrian travel to and throughout the South of Market (see Figure 19).

IMPLEMENTING ACTIONS

1. Restoration of the sidewalks in the South of Market as pedestrian circulation spaces will require establishing a preferential parking program for residents, improving transit service for workers, and maintaining regular enforcement of area parking controls. These measures should be included within the annual work program and budgets of the appropriate implementing city agencies.
2. Create a system of pedestrian-only walkways connecting major open space, cultural, recreational, and business centers.
3. Create a visually prominent pedestrian circulation network incorporating pedestrian-only walkways and selected pedestrian-oriented streets which would link major SOM activity centers, open space resources, and view corridors to the waterfront.
4. Explore the feasibility of creating pedestrian-oriented streets (similar to the popular European "WOONERFS") incorporating exclusive pedestrian walkways, landscaped sitting and play areas, and limited vehicular access within some selected predominantly residential side streets.



NEIGHBORHOOD LIVABILITY

PRESERVE EXISTING AMENITIES AND IMPROVE NEIGHBORHOOD LIVABILITY FOR SOUTH OF MARKET RESIDENTS, WORKERS AND VISITORS.

BACKGROUND

The South of Market is home to over 10,000 residents, over 3,000 businesses and over 27,000 workers. It is generally accepted that neighborhoods should be safe, clean, quiet and comfortable environments, providing adequate shelter, open space, transit, parking, and neighborhood services for its residents, workers and visitors. The extent to which a neighborhood provides these services, resources and amenities is a measure of its neighborhood livability.

The South of Market physical environment is generally pleasant, featuring low-scale, pedestrian-oriented building forms; a warm and wind- and fog-free climate; close proximity to the city's major cultural and employment centers and the Bay waterfront; and features attractive architecture and sound housing and commercial building stock.

The South of Market is, however, deficient in a number of important community services and resources. Some densely populated areas of the SOM are not well served by transit, are severely deficient in both private and public open space resources, and are deficient in private maintenance activities such as cosmetic improvements and painting of apartments and flats, rodent control, and trash removal. These deficiencies are striking enough to mask the area's attractive features to most of the city's residents and visitors. Consequently, the South of Market has a rather poor image as an attractive neighborhood and is, undeniably, a high need area for neighborhood improvements. Nonetheless, the SOM works well for its residents, workers and business operators who, in surveys, scored SOM low in cleanliness and safety standards and high in identity/sense of community, comfort, quiet and affordability standards. Those surveyed universally expressed a desire to remain in the area permanently. Reasons mentioned include (in order of frequency of response): convenient location; nice people and neighbors/sense of community; quiet; and low rents. The elements most disliked were the presence of transients; lack of convenience retail services; trash/pests; parking problems; and rising rents due to commercial encroachment. The most urgent problems cited were parking problems; lack of park and recreation facilities; presence of trash and pests; and rising rents (commercial encroachment).

NEIGHBORHOOD LIVABILITY

Most respondents cited the presence of "transients" as a problem due to perceived safety concerns and as a nuisance because street people often panhandle passersby and sit or sleep on the stoops and sidewalks in the area. However, the perceived safety problem is not borne out by area crime statistics. There are very few reported instances of violence involving SOM street people; most of the cases reported involve street people as victims, rather than aggressors.

The area's environmental deficiencies can be ameliorated over time by both public and private investments in maintenance of street and sidewalk space and building stock; increased greenery and park spaces; increased transit, parking and improved pedestrian circulation systems; and improved neighborhood services. This, along with maintenance of the area's positive features--low scale, low-density development, view corridors, sun exposure, quiet at night and on weekends, rich architectural character, diversity of activities and population--can improve neighborhood livability for SOM residents, workers and visitors.

OBJECTIVE 1

PRESERVE EXISTING NEIGHBORHOOD AMENITIES WHICH MAKE THE SOUTH OF MARKET A PLEASANT PLACE TO LIVE, WORK AND VISIT.

POLICY 1

Preserve the existing mixture, density and diversity of land uses within the South of Market. Locate residential, commercial, industrial/business service, public, institutional and mixed uses in areas according to a generalized land use plan as shown on Figure 14.

The SOM is one of the most diverse neighborhoods in the City. Its scale and mixture of uses and diversity of peoples and business activities create a special character and identity for the SOM and contributes to the success of the area as a pleasant place to live, work and visit. This scale and diversity of activities should be maintained.

IMPLEMENTING ACTION

1. Based on the proposed generalized land use plan for the SOM, establish coherent land use districts which would accommodate existing activities as well as facilitate the growth of new compatible activities while maintaining the overall prevailing scale and density of land uses within the area.

POLICY 2

Establish height limits for new development which would preserve the existing scale of the neighborhood, strengthen the physical form of areas appropriate for new development, maintain sun exposure to open space resources, and preserve view corridors.

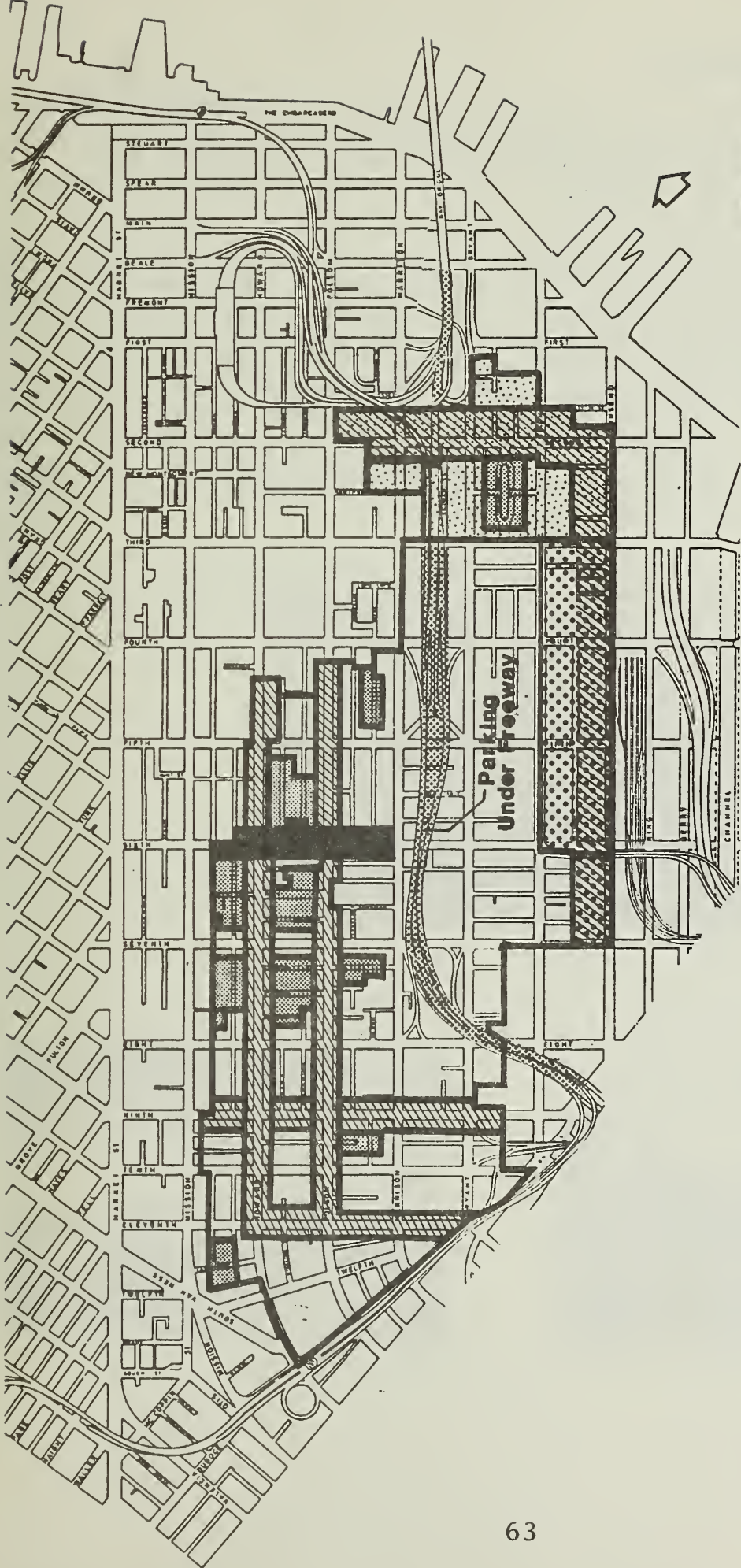


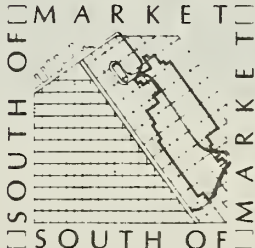
Figure 14

GENERALIZED PROPOSED LAND USE PATTERN - MIXED USE DISTRICT

Schematic Boundary Only

- Residential
Moderately High Density
- Residential/Retail
1.0 FAR : High Density Res.
- Light Industrial/Residential/Service
2.5 FAR: Moderate Density Res.

- Light Industrial/Entertainment/Residential
2.5 FAR : Moderate Density Res.
- Light Industrial/Office/Residential
2.5 FAR : Moderate Density Res.
- Light Industrial/Office/Residential
4.0 FAR : Moderate Density Res.



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NEIGHBORHOOD LIVABILITY

The South of Market offers some of the most pleasant weather conditions in the City. Because of its low lying topography, its distance from clusters of tall buildings or hills, its proximity to the Bay and, most importantly, its generally low scale built environment, the SOM is sunny and warm, is protected from strong winds, and is fog free.

Because the SOM is deficient in private and public parks and open space resources, front stoops and sidewalks are used by area residents and workers as sitting, socializing and play areas. The street and sidewalk rights-of-way and the generous sunlight and air exposure provided by low scale development serve as valuable open space resources and contribute tremendously to the area's sense of openness and comfort. SOM streets provide views of distant open space and natural land forms and bodies of water which create focal points, give visual orientation to the pedestrian and motorist, provide a sense of openness and sensual relief from the immediate environment, and provide a visual/psychological link with regional open space resources. Views act as psychological open space.



J. Letelier



S. Montana



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IMPLEMENTING ACTION

1. Height limits within the SOM Mixed Use District should vary by location as follows (see Figures 15 and 16):
 - A. Establish maximum building height limits at 50 feet throughout most of the SOM Mixed Use District. Establish maximum height limits of 65 feet at selected corner locations along major thoroughfares within the western SOM in order to create visually distinctive landmarks, strengthen the physical form of the large SOM blocks, and make centers of activity more prominent. Maintain lower building heights in areas bordering public open space and the elevated freeway in order to preserve sun exposure to parks, and to protect views of the water, open space and city scape from the elevated roadway.
 - B. Establish a maximum height limit of 40 feet within the Residential Enclave Districts.
 - C. Establish building height limits ranging from 40 to 80 feet within the Sixth Street Residential Hotel District, with 50 foot height limits in the southern edge bordering the elevated freeway, 40 foot height limits surrounding the Folsom Street Park, and 80 foot height limits along the northern edge of the district.
 - D. Establish a maximum height limit of 65 feet along Townsend Street and 50 feet along Brannan Street within the Townsend Street Corridor Office District.
 - E. Establish a height transition zone from Fourth Street to the eastern edge of the Sixth Street Residential Hotel District, from Howard to Harrison Streets, within which building heights could rise to a maximum 105 feet, with conditional use authorization from the City Planning Commission, from the base as-of-right 50 foot height limit.
 - F. Establish height transition/setback zoning controls within the newly created Historic Preservation Districts to insure that in-fill development would enhance and strengthen, rather than overwhelm, adjacent older buildings.

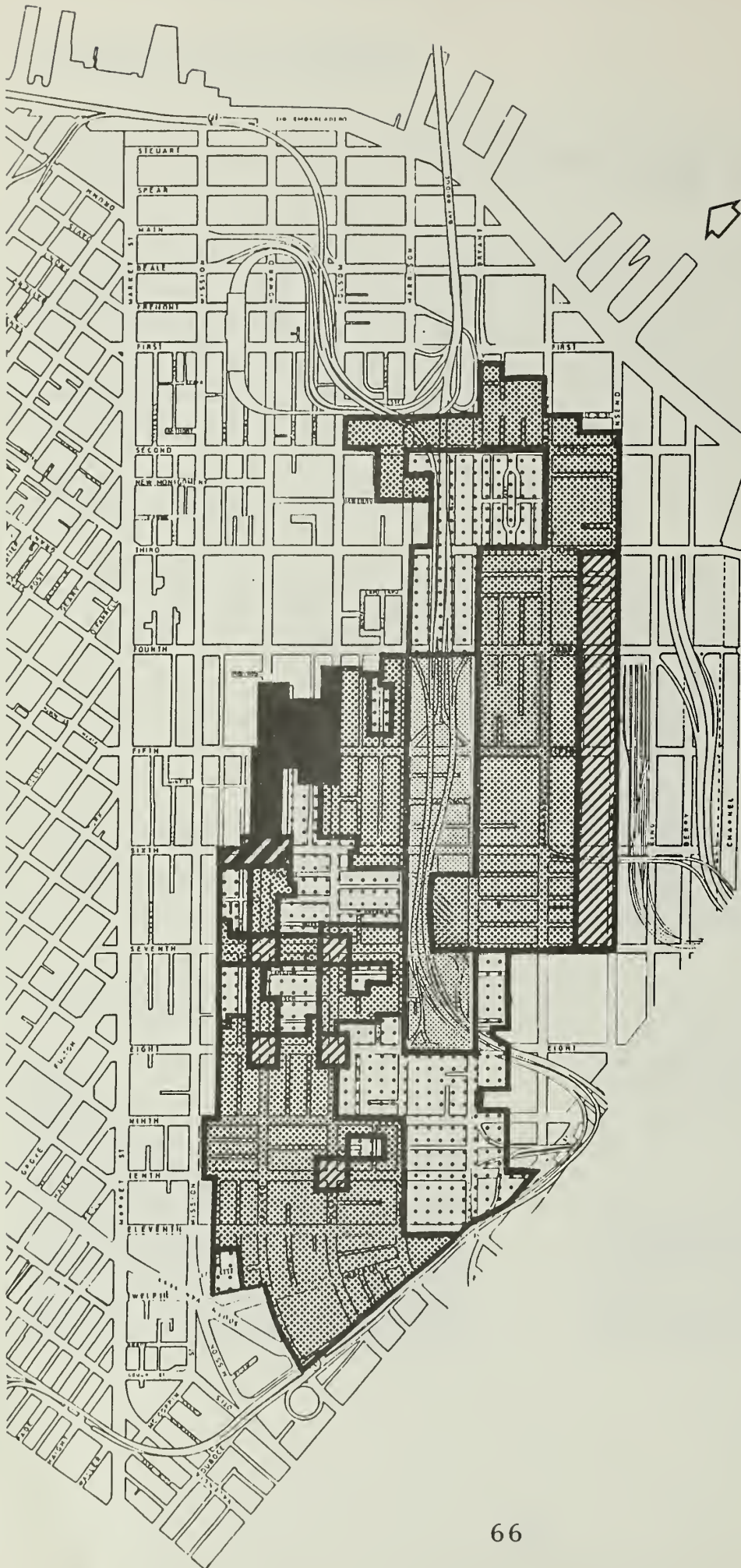
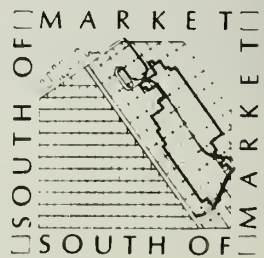


Figure 15

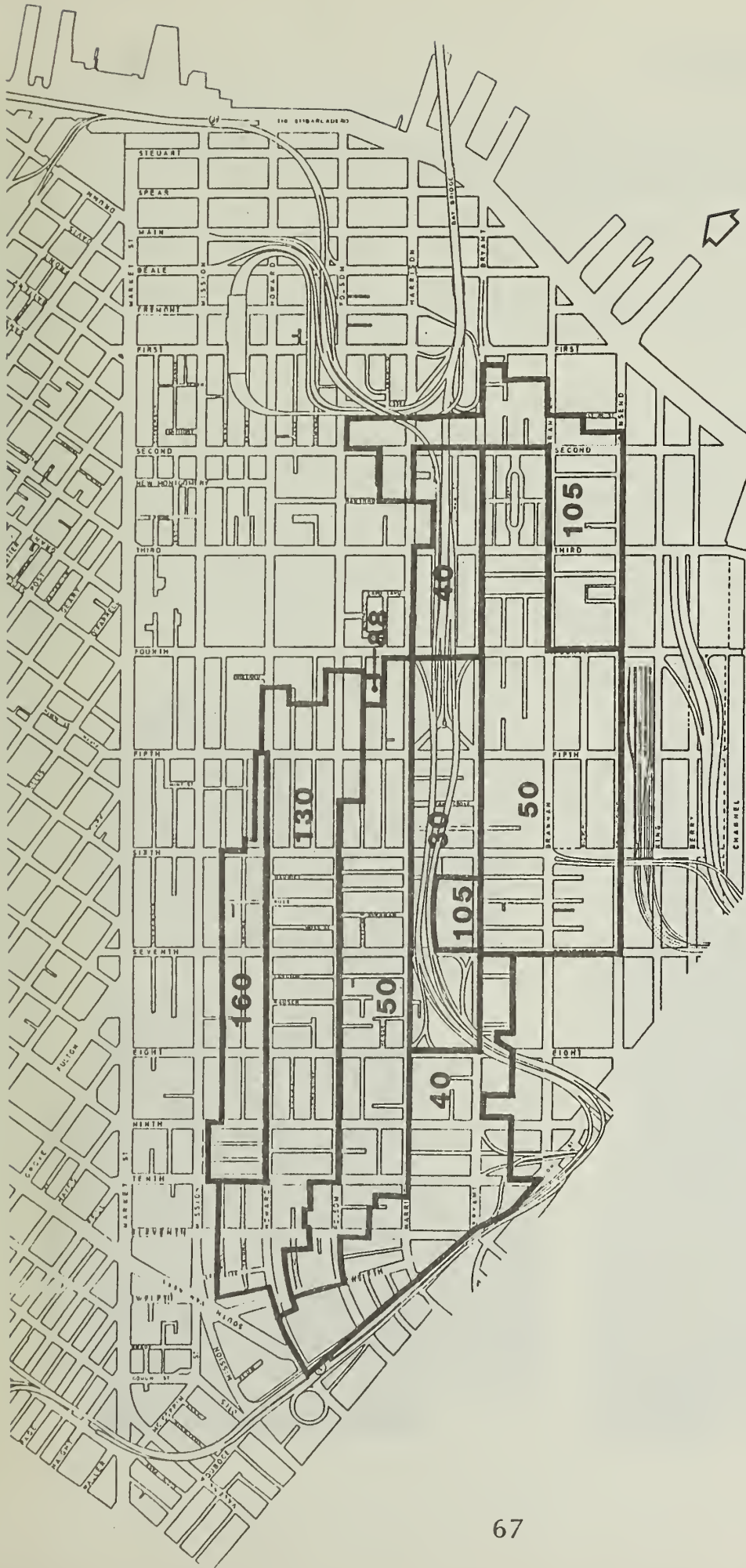
PROPOSED HEIGHT DISTRICTS

Schematic Boundary Only

- 30 FT
- 40 FT
- 50 FT
- 65 FT
- 80 FT
- 50/105 FT



SOUTH OF MARKET PLAN



EXISTING HEIGHT DISTRICTS
Schematic Boundary Only

— South Of Market
 Study Area

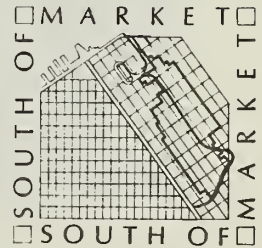


Figure 16

SOUTH OF MARKET PLAN

NEIGHBORHOOD LIVABILITY

POLICY 3

Preserve the architectural character and identity of South of Market residential and commercial/industrial buildings.

The SOM is endowed with a number of architecturally attractive residential, commercial and industrial buildings as well as a pleasant, pedestrian-oriented scale of development from which to view these buildings. These resources add interest and excitement to the SOM, create neighborhood identification, and provide orientation points in an area with few prominent natural features.

Many of the commercial buildings share a common industrial architectural character. The style of the buildings range from pre-20th Century industrial style to high-style Art Deco buildings of the 1930's and 1940's. Many of the earlier buildings were constructed with large timber beams and brick walls and are simply executed, often with few or coarse details. These early buildings possess a rough but vigorous character which recalls the pre-fire industrial character of the area. Later buildings are more refined, recognizing the move of heavy industry out of the district to areas further south or out of the city. Lighter industry, such as printing, became an important segment of the SOM industrial activity in the 1920's and 1930's. Buildings designed for this lighter industrial activity often have more elaborate detailing and articulation of the building surfaces than their predecessors.

Although the mixture of SOM business activities through the years has resulted in a wide variety of commercial and industrial building types, the designers of these buildings were sensitive to the architectural character of the area. Most of the SOM's commercial/industrial buildings are linked by common architectural elements, including scale and proportion, texture, coloring, materials and patterns of facade and window treatments. The legacy of these buildings is a reminder of San Francisco's rich industrial and commercial heritage.



J. Letelier



S. Montana

NEIGHBORHOOD LIVABILITY

Residential buildings, likewise, provide rich scale, texture, architectural character and visual interest for the SOM. Most of the residential structures are three-story flats and apartments grouped in enclaves along the interior side streets. They are generally built in the Edwardian style, and their lack of pretension reflects the working class population which occupied the area after the fire. Very few buildings are out of scale or conflict in style with one another.

The area's prevailing scale and continuity of architectural style is a positive feature and imparts a distinct visual character and identity for the area.

IMPLEMENTING ACTION

1. Establish architectural design guidelines for new SOM development and major rehabilitation of existing buildings in order to insure that new development would complement and enhance the architectural character of the South of Market and, in particular, would be compatible in scale, style, texture, color and materials with nearby older buildings. Architectural design guidelines would be described in the Urban Design Guidelines established for the South of Market Mixed Use District.



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NEIGHBORHOOD LIVABILITY

POLICY 4

Preserve individual architecturally and/or historically significant buildings which contribute to the area's identity, give visual orientation, and which impart a sense of continuity with San Francisco's past.



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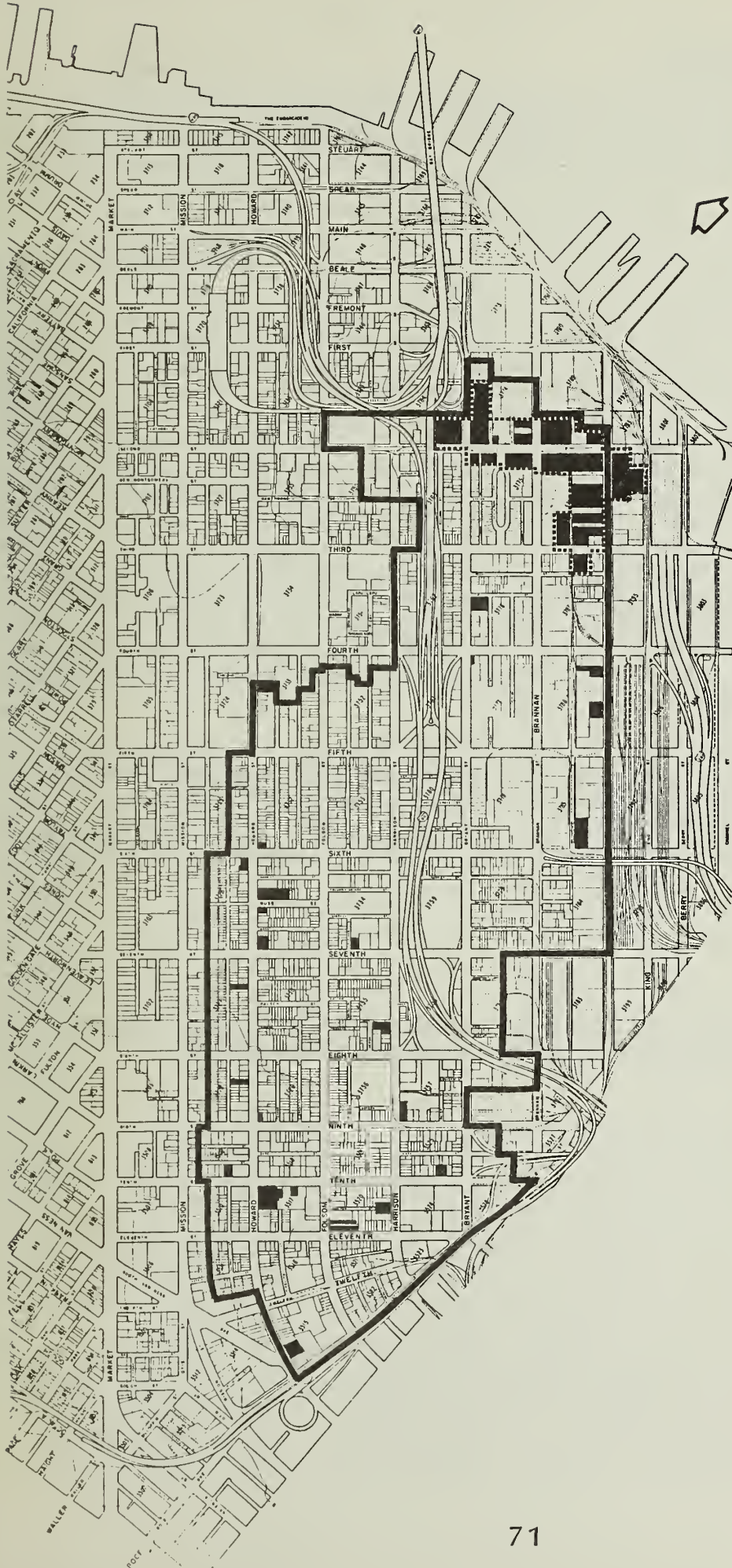


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IMPLEMENTING ACTIONS

1. The structures shown on Figure 17 have been rated through a comprehensive and systematic review process as buildings of particular architectural and/or historical significance.

These structures should be considered for designation as landmarks pursuant to Article 10, Section 1004 of the City Planning Code. As designated landmarks, any proposed construction, alteration, removal or demolition of the structure would require review by the City Planning Commission and issuance of a Certificate of Appropriateness by the Commission.



BUILDINGS OF ARCHITECTURAL AND/OR HISTORICAL MERIT Schematic Boundary Only

..... Proposed Second/
Townsend Historic District

This Map is Tentative And Subject To Change

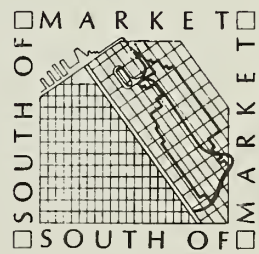


Figure 17

SOUTH OF MARKET PLAN

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NEIGHBORHOOD LIVABILITY

2. Develop stringent guidelines for alteration of significant buildings to insure that the character of the structure is not damaged and the qualities which make it important are not diminished. The guidelines would be used in the review of Certificate of Appropriateness permit applications for buildings designated as landmarks. The guidelines would be based upon the Secretary of the Interior's Standards for Preservation of Historic Structures and would be further refined for specific application to SOM buildings. Such guidelines should include but not be limited to the type and character of additions allowed to designated buildings, changes in window pattern or type, alterations to building facades, and the type and character of signage. These design guidelines would be described in the Urban Design Guidelines established for the South of Market Mixed Use District.

3. When it is concluded that it is the only feasible way economically to insure the preservation of a designated landmark building, and when deemed appropriate to the preservation of the qualities which make the building important, the City Planning Commission may, with conditional use authorization, allow the conversion of use within the existing building envelope of a designated landmark building to any use permitted as a principal or conditional use within any of the South of Market subarea use districts, including office, retail, wholesale trade, residential or cultural-arts related nighttime entertainment activities. Uses which are not permitted in any of the SOM subarea use districts, such as adult entertainment or amusement game establishments, would not be permitted.

4. When it is concluded that it is the only feasible way economically to insure the preservation of a designated landmark building, and when deemed appropriate to the preservation of the qualities which make the building important, the Zoning Administrator may, through an administrative review process, reduce or relieve the property owner of on-site parking and/or freight loading requirements.

POLICY 5

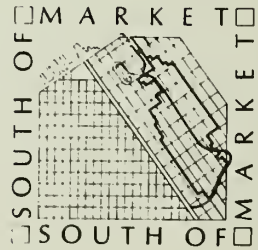
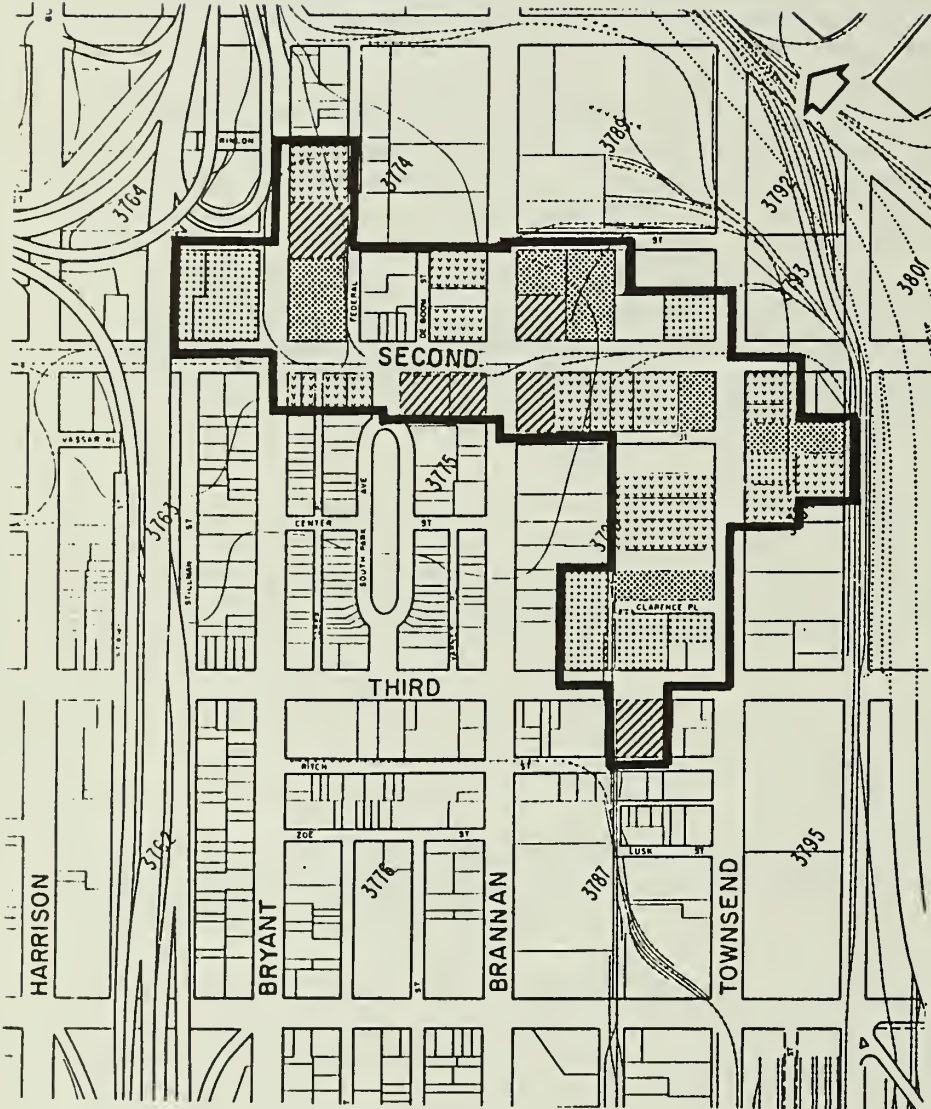
Preserve areas which contain groups of buildings of historic, architectural, or aesthetic value and which are linked by important historical or architectural characteristics.

In some areas of the SOM, there are grouping of buildings with similar physical characteristics or historical background. These areas take on a unique quality which is tracable to the prevailing style or the history of the buildings. Some buildings are, individually, of landmark quality. The buildings which are not of individual architectural or historical importance often provide a complementary setting and context within which to view the individual landmark quality buildings. These contextual or contributory buildings aid in defining and maintaining the character of the district and their preservation takes on an increased importance. Because of the complementary scale, historical pattern, and/or architectural character of the group of buildings, the individual landmark and contributory buildings, taken as a whole, create a visually distinctive environment and impart a sense of place and identity for the district. In many cases, the loss of any one of the supportive or contributory buildings, although not of individual landmark

quality, would diminish the visual prominence of the landmark buildings within the grouping, and may substantially alter the contextural setting and special character of the district. Whenever possible, these contributory buildings should be preserved.

IMPLEMENTING ACTIONS

1. The area shown on Figure 18 contains appreciable concentrations of landmark quality and contributory structures and, pursuant to Article 10, Section 1004 of the City Planning Code, appears to be an appropriate area for an Historic District. Department staff should work with the Landmarks Advisory Board to explore the desirability of creating such a district. As a designated Historic District, any proposed construction, alteration, removal or demolition of any of the structures within the district would require review by the City Planning Commission and issuance of a Certificate of Appropriateness by the Commission.
2. When it is concluded that it is the only feasible way economically to insure the preservation of a designated landmark or identified contributory building within an historic district, the Zoning Administrator may, through an administrative review process, reduce or relief the property owner of on-site parking and/or freight loading requirements.



**PROPOSED SECOND/TOWNSEND HISTORIC DISTRICT
Schematic Boundary Only**

-  Individually Important (Historically)
-  Individually Important (Architecturally and Historically)
-  Contextually Important

This Map is Tentative And Subject To Change

Figure 18

SOUTH OF MARKET PLAN

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OBJECTIVE 2

IMPROVE NEIGHBORHOOD LIVABILITY IN THE SOUTH OF MARKET BY PROVIDING ESSENTIAL COMMUNITY SERVICES AND RESOURCES.

South of Market community services and resources have been a neighborhood concern for many years. Previous studies and current inventories of neighborhood-serving service providers reveal underserved segments of the South of Market population. The diversity of the 10,000+ South of Market residents pose difficulties in conveniently, effectively and affordably meeting their varied community service needs. The multi-racial nature, low incomes, age characteristics and homeless segments of this neighborhood often require community services to be tailored to specific population groups.

Accessible primary health care and other community services should be available throughout the South of Market. The location of community services tailored to specific in-need populations should be carefully evaluated in order to maintain and improve neighborhood livability.

POLICY 1

Encourage the careful location and expansion of essential neighborhood-serving community and human service activities throughout the South of Market, exclusive of the residential enclaves.

Location of social service activities, such as health and day care centers, recreation programs, cultural centers, employment and tenant counseling programs, information and referral programs, senior escort and transportation services, and other essential services required of the area's residents including the elderly, frail, homeless and medically needy individuals should be encouraged in the SOM. The City should facilitate the careful location and expansion of essential substance abuse, mental health or temporary shelter programs while limiting the concentration of such activities within any one neighborhood. Within the residential enclaves, some of these uses may be allowed in non-complying buildings with conditional use authorization by the City Planning Commission.

IMPLEMENTING ACTIONS

1. Allow most community and human service activities such as primary health care centers, recreation, counseling, day care, and neighborhood center activities as a principal permitted use within the SOM Mixed Use District, exclusive of the Residential Enclave Districts where they could only locate in existing non-complying commercial buildings with conditional use authorization. Exclude space devoted to these activities from calculation of the FAR limit.
2. Allow certain human service activities, such as "homeless" shelter programs, substance abuse programs and mental health and other board and care facilities, as a conditional use within the SOM Mixed Use District, exclusive of the Residential Enclave Districts where they would not be permitted.

NEIGHBORHOOD LIVABILITY

POLICY 2

Encourage the location of neighborhood-serving retail and community service activities throughout the South of Market.

Although neighborhood-serving retail activities are permitted as a principal use throughout the SOM under present zoning controls, the area remains conspicuously deficient in convenience retail and personal service activities such as laundromats, grocery stores, a supermarket, late hour and weekend restaurants, automatic teller machines, shoe repair and the like. The City should actively encourage the location of these activities throughout the SOM and particularly within the densely residential areas. Additionally, non-profit community service programs serving SOM residents are in need of larger, more conveniently located space.

IMPLEMENTING ACTIONS

1. Continue allow neighborhood-serving retail and personal service activities and most community and social service activities as a principal permitted use within the SOM Mixed Use District, exclusive of the Residential Enclave Districts.
2. Encourage the Mayor's Office of Economic Development to provide location and financial assistance to neighborhood-serving retail businesses and non-profit community service programs who may wish to locate, relocate, and/or expand within the SOM.

POLICY 3

Make better use of existing recreation and open space resources and facilities within the South of Market.

The South of Market is deficient in private open space resources such as rear yards, decks or balconies. Public open space and recreation facilities in the South of Market Area are also very limited. Therefore it is very important that existing facilities and programs be maintained.

IMPLEMENTATION ACTIONS

1. Encourage the continued cooperation between the Recreation and Park Department and the City's Board of Education in improving open space and recreation facilities and programs within the SOM.

The Recreation and Park Department has an agreement with the Board of Education to share in the use and maintenance of Bessie Carmichael School as a children's play area. This cooperation needs to be maintained and, if possible, extended to increase the play areas, equipment and hours of operation.

2. Redesign and improve existing open space resources within the Yerba Buena Center (YBC) area and provide adequate facilities and programs to serve the various nearby population groups, particularly the large concentration of elderly residents.

Findings from the SOM Resident Survey conducted as part of the rezoning study show that nearly one third of the seniors (over 65 years of age) living in the YBC area regularly use the open space on top of the Moscone Center. This open space consists of a paved walkway which widens into a large gravel-covered rooftop area containing planters with seasonal flowers and curved concrete walls defining planting areas. In its present form it is a rather sparse, unattractive and uncomfortable rooftop open space and seems ill-equipped to serve the nearby senior population. It is, however, the only public open space in the immediate area, and has the potential of serving a very large number of area residents, workers and visitors. An attempt should be made to redesign and improve this open space area and introduce design and landscape elements which would correspond to the needs of its users, particularly the high concentration of senior residents.

POLICY 4

Create new parks and recreational facilities for the enjoyment by area residents, workers, and visitors.

Presently, only three public open spaces exist in the South of Market area: South Park, an oval-shaped open space of less than one acre surrounded by residential and commercial development; landscaped areas on top of the Moscone Center; and a (0.22 acre) minipark at Langton and Howard Streets, consisting of a children's play area, grassy areas, and sitting facilities. In addition, there are two paved playground facilities, one at Bessie Carmichael School located at Folsom and Columbia Streets and another at the Filipino Education Center located at Fourth and Harrison Streets. A 1.9 acre site at the corner of Sixth and Folsom Streets is presently being designed as a park and recreation facility.

Potential new parks in the eastern SOM include a 5 to 7 acre Rincon Point Park to be located on the waterfront, south of the Ferry Building; and a 5 to 7 acre South Beach Park to be developed at Second and King Streets. Both of these parks will serve the eastern portion of the SOM area. Additionally, a variety of open spaces totalling 6.25 acres are planned for the central block of the Yerba Buena Gardens bounded by Mission, Third, Howard and Fourth Streets. Since this project is located in close proximity to major concentrations of senior housing, these spaces should be designed with the special needs of this population in mind.

Even after these proposed parks have been built, the western SOM, which has a sizeable residential population, will remain deficient in open space. New open space should be created within this area. Residents of the area overwhelmingly favor one large park with grass, trees, and flowers over several mini-parks. In addition, pedestrian circulation systems, linking major transit and open space facilities need to be developed and maintained. Townsend, Bluxome, Ritch and Second Streets should be improved and landscaped as attractive open space and pedestrian networks serving the Second and Townsend Streets office corridors.

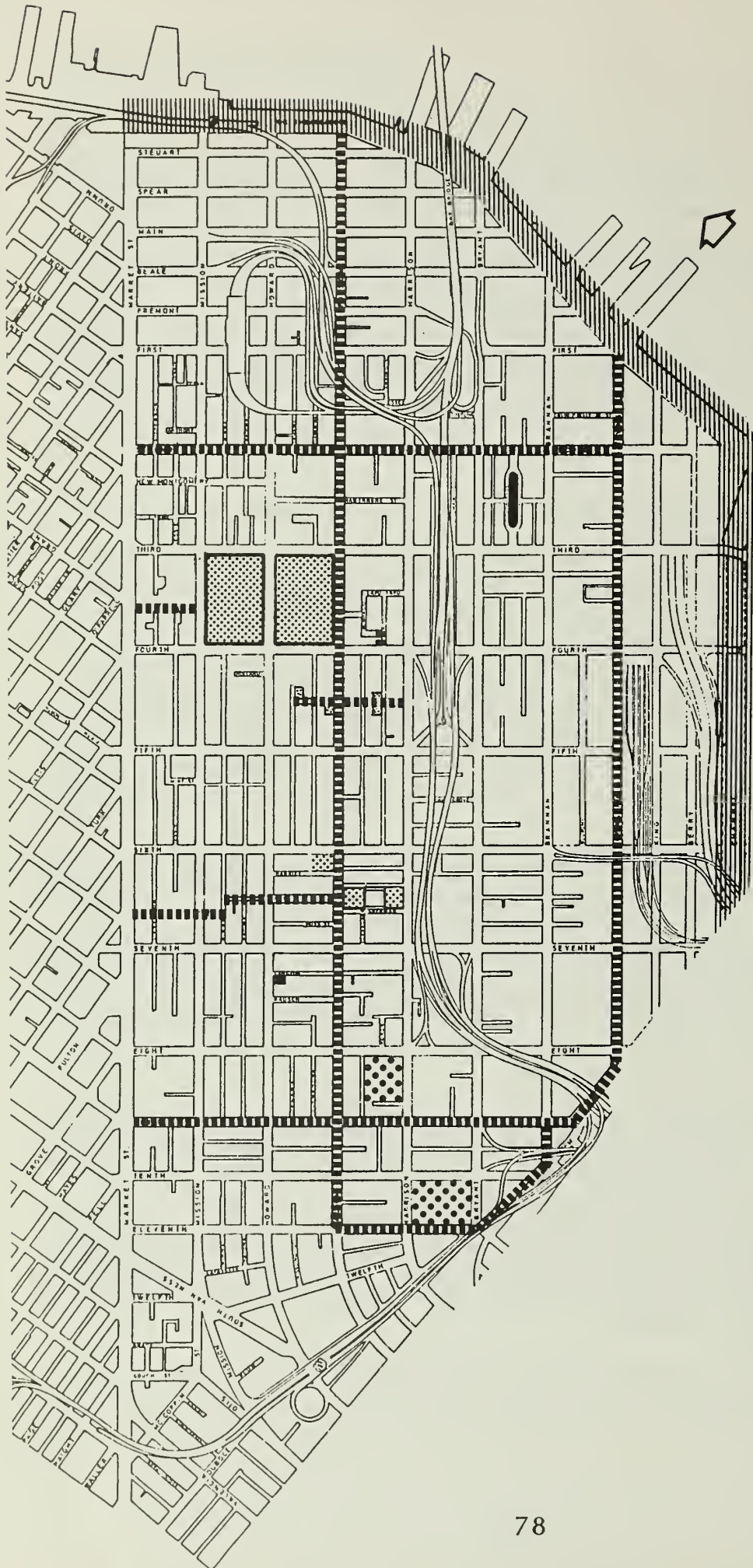






Figure 19

PROPOSED OPEN SPACE AND PEDESTRIAN NETWORK Schematic Boundary Only

- | | | | |
|---|----------------------------------|---|--------------------------------------|
|  | Existing Open Space |  | Proposed Large Park Opportunity Site |
|  | Proposed Open Space |  | Proposed Waterfront Promenade |
|  | Proposed Schematic Boundary Only |  | Proposed Pedestrian Network |



SOUTH OF MARKET PLAN Proposal For Citizen Review June 1985

IMPLEMENTING ACTIONS (see Figure 18)

1. Park

Identify and acquire a major open space/park site within the western SOM and develop it as a large soft surface and informal park. A large neighborhood park should be developed with enough space for active turf sports, play areas for pre-school and school age children, and green landscaped spaces for teens, adults, and seniors in different social groupings. The park and park use program should be developed according to the stated preferences of residents as identified in the 1984 SOM Resident Survey and should complement the uses of the proposed Sixth/Folsom Street park and recreation facility.

2. Yerba Buena Gardens (YBG)

Encourage the development of the YBG as open space oriented towards SOM residents, particularly the seniors. YBG open spaces should accommodate a variety of active and passive recreational uses, including spaces for quiet and private recreation and/or people watching.

3. Create a Waterfront promenade extending along the SOM into the Mission Bay and Showplace Square area.

Develop a continuous promenade from the Ferry Building linking planned mixed use developments and major waterfront open spaces to the Mission Bay and Showplace Square areas. The design of the promenade should be visually prominent while maximizing sun exposure and views of the Bay and should incorporate landscape and architectural elements which are worthy of what should become one of the most exciting waterfronts in the world.

4. Establish an open space requirement for large site developments.

For large site developments within the SOM, require publicly accessible open space resources to be included in the project design. New commercial, industrial or mixed use developments on parcels of one acre or more in size should be required to provide and maintain a minimum five percent of the total lot area in publicly accessible open space and recreation resources. This open space should be designed to be accessible to area workers during weekday hours and to area residents during both weekday and weekend day and evening hours. It is envisioned that small, landscaped areas could be designed within the project site to provide attractive table and sitting areas for lunch time eating and socializing by area workers. These same spaces could be used by area residents for family gatherings, picnics or barbecues on the weekends. Small tot-lots could be used by area residents throughout the weekday and weekend daylight hours. Blank building walls could double as handball or tennis backboards. A wide variety of simple and inexpensive passive and active recreational elements should be incorporated into the project design to provide essential open space resources to area workers and residents. The private development would be responsible for costs associated with the design, development, regular maintenance and safe operation of this open space.

NEIGHBORHOOD LIVABILITY

5. Establish on-site open space requirements for all new residential development.

New residential development should provide adequate usable, unenclosed private or common open space resources (or solaria) easily accessible to project residents. Each SOM subarea use district should have adequate open space standards for each allowable residential use category and should incorporate adequate flexibility in designing and locating these open spaces in order to facilitate affordable in-fill housing development.

6. Establish an open space requirement for office development whether in new development or conversions of an existing structure.

New office development within the Second and Townsend Streets office corridors should provide adequate usable and publicly accessible open space resources. These resources should be designed to provide clean, safe and convenient sitting, walking and eating places with maximum sun exposure and wind protection for area workers and visitors. One square foot of usable, publicly accessible open space should be provided for each 50 square feet of office development within the Second and Townsend Streets office subarea use districts. This requirement could be satisfied on public property and could be used to improve and maintain the Townsend, Bluxome, Ritch and Second Streets pedestrian network, any appropriate abandoned rail rights-of-ways, and any other open space/pedestrian walkway facilities serving workers and visitors of these office districts.

POLICY 5

Create a visually prominent, safe and clean pedestrian circulation network throughout the South of Market.

The SOM is deficient in both public and private open space. Most of the sidewalks are blocked by parked vehicles, stacked goods and/or trash and trash bins. Although deficient in formal open space resources, the SOM is sunny and warm, has attractive, low-scale development, and has views of the water and city's natural land forms. Reestablishing sidewalk space for the pedestrian and providing a visually prominent pedestrian circulation network would contribute to improving the quality and quantity of usable open space in the area. In some selected streets, particularly the residential side streets, sidewalk and street space could function as much needed play and recreation space.

IMPLEMENTING ACTIONS

1. Pedestrian Network

Build on the pedestrian network established in the Downtown Plan (which includes the United Nations Plaza to Bessie Carmichael School linkage) by adding Howard, Folsom, Townsend, and Ninth Streets as pedestrian-oriented streets.

NEIGHBORHOOD LIVABILITY

Explore the feasibility of creating pedestrian-dominated streets (such as the popular European WOONERFS), incorporating sitting and play areas, within some residential enclaves. Pedestrian-dominated side streets, such as WOONERFS, consist of carefully designed combinations of parking, vehicular access, landscaped open space, pedestrian circulation and play areas sharing the public right-of-way. Through traffic is limited to pedestrians and vehicles serving adjacent residential or commercial/industrial uses. Some SOM side streets, such as the stub end of Lafayette Street, would work very well as a pedestrian-oriented street, providing adequate parking and vehicular access to neighboring uses while creating safe and attractive open space and play areas in an area severely deficient in these resources.

Encourage the location of pedestrian-oriented retail activity along the ground floor frontage of buildings lining the major thoroughfares within the pedestrian network. Concentration of pedestrian-oriented or cultural arts/entertainment activities would enhance and strengthen the prominence of the pedestrian network and would improve the safety, security and convenience of the pathway to its users.

Require new developments and major rehabilitation of existing buildings along the major thoroughfares within the pedestrian network to incorporate pedestrian-oriented retail activity at ground floor, to incorporate adequate window spaces, color, texture and visually-interesting articulation of building materials and form along the ground floor frontage, and to provide street trees and where appropriate, street furniture in sidewalk space.

2. Develop a Street Landscaping Program

Develop a landscaping program for the South of Market including the residential side streets and abandoned rail rights-of-way. Require the installation of street trees on new development or major renovation of buildings.

3. Create Open Space Extensions of the Pedestrian Network

Identify one or two small parcels as extensions of the pedestrian network in the area bound by Fourth, Harrison, Fifth and Howard Streets in order to create sunny sitting areas and other socializing spaces within comfortable walking distance to and from the large concentrations of senior housing.

POLICY 6

Improve safety in the South of Market by concentrating retail activity along certain streets where increased day and night time pedestrian activity by patrons would serve as "witnesses on the street", which would deter crime.

IMPLEMENTING ACTION

1. Allow pedestrian-oriented retail activity, neighborhood-serving retail, personal service and social service activities, and cultural arts-related day and nighttime retail and entertainment activities as a principal permitted use along Howard, Folsom, Townsend, Second, Ninth and Eleventh Streets.

NEIGHBORHOOD LIVABILITY

POLICY 7

Improve street and sidewalk maintenance including enforcement of parking regulations, regular street and sidewalk cleaning, rodent eradication, and trash removal.

A major environmental problem in the SOM is the presence of rodents, pests and discarded trash throughout the densely populated residential neighborhoods. A thorough and regular rodent eradication, trash removal and sidewalk cleaning program would improve the quality of life within the SOM immeasurably.

IMPLEMENTING ACTIONS

1. Implement a comprehensive rodent and pest eradication program throughout the SOM and particularly within the residential enclaves.
2. Implement a comprehensive trash removal program throughout the SOM and particularly within the residential enclaves.
3. Maintain and improve street cleaning programs throughout the SOM and implement a regular sidewalk washing and cleaning program, particularly along the pedestrian circulation network.

POLICY 8

Encourage the careful location and maintenance of public facilities such as public toilets, trash and debris receptacles, drinking water facilities, and benches.

The SOM is heavily traveled by pedestrian visitors, residents and workers. This foot traffic is expected to increase in the near future as pedestrian networks are established, day and nighttime retail activity is increased, and major open space resources are developed. It is important to provide convenience and litter control facilities to users of these resources as a means of improving and maintaining neighborhood livability standards, and simply facilitating and improving the enjoyment of these facilities by their users.

IMPLEMENTING ACTIONS

1. Incorporate public toilet facilities into all new public park or public recreation facilities and incorporate adequate staff, materials and programming resources into the facilities' on-going maintenance budgets in order to adequately accommodate the clean, safe, orderly, and convenient access to these facilities by area residents, workers and visitors.
2. Install and maintain adequate public trash receptacles throughout the SOM business and residential districts, particularly along pedestrian pathways.
3. Incorporate adequate street furniture, such as benches, street lighting, drinking water facilities, public phone booths, and trash receptacles, into pedestrian pathway landscape plans and programs.
4. Develop design and density controls for newsracks and advertising signs and incorporate these controls into the South of Market Mixed Use District Urban Design Guidelines.

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